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Report of the Delegates of India
to the Sixteenth (Ordinary)
Session of the Assembly of
the League of Nations

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To

The Most Honourable The MARQUESS of ZETLAND, P.C..
G.C.S.I., G.C.I.E., His Majesty's Secretary of State for
India.

**REPORT OF THE DELEGATES OF INDIA TO
THE SIXTEENTH (ORDINARY) SESSION OF THE
ASSEMBLY OF THE LEAGUE OF NATIONS (1935).**

MY LORD,

We beg to submit our Report on the first and second stages of the Sixteenth (Ordinary) Session of the Assembly of the League of Nations. The Assembly met from the 9th to the 28th September and then adjourned. It met again on the 9th, 10th and 11th October, and then again adjourned.

2. The Delegation during the meetings held in September was constituted as follows :—

DELEGATES.

His Highness the Right Honourable the Aga Khan, G.C.S.I., G.C.I.E., G.C.V.O., Leader of the Delegation.

Sir Denys Bray, K.C.S.I., K.C.I.E., C.B.E. (Member of the Council of India).

Rai Bahadur Seray Mal Bapna, C.I.E. (now Sir S. M. Bapna) (Prime Minister of Indore).

SUBSTITUTE DELEGATE.

Mr. Bijay Kumar Basu, C.I.E. (Member of the Council of State).

Preliminary Remarks.

3. Fifty-four out of the fifty-nine States Members of the League were represented, no fewer than twenty-six by their Prime Ministers or Foreign Ministers. The only Members which did not submit documents accrediting Delegates to the Assembly were the Dominican Republic, Germany, Guatemala, Paraguay and Salvador.

4. After the Committee on Credentials, of which Mr. B. K. Basu was appointed to be a member, had made its report, the Assembly elected its President by secret ballot. M. Benes, delegate of Czechoslovakia, was elected by 49 votes out of 53.

General Debate.

5. Although the subject of the dispute between Italy and Abyssinia was not on the original agenda of the Assembly and did not appear on it during the first stage of the Session, it naturally formed the main preoccupation of the Delegates. Consequently during the general debate, which was formally for its subject the Secretary-General's report on the work of the League during the preceding year, and usually consists of statements by Delegates of their views on the work of the League, nearly all the delegates who took part in the discussion referred, directly or indirectly, to the dispute. The debate was opened by a notable speech by Sir Samuel Hoare, emphasising the support of the League by the British Government and the interest of the British people in collective security. He said that His Majesty's Government would be second to none in its intention to fulfil, within the measure of its capacity, the obligations which the Covenant lays upon it; but he reminded the Assembly that if the burden of the obligations of the Covenant was to be borne it must be borne collectively. If risks for peace were to be run, they must be run by all. The security of the many could not be ensured solely by the efforts of a few, however powerful they might be. While, however, stressing the support of the League by the British people as an instrument of peace, he urged that it was necessary to do something to remove the causes from which war was apt to arise. An example was the unequal distribution of the world's economic resources. This question was causing anxiety and discontent and needed investigation, and His Majesty's Government would be ready to take their share in an investigation. In conclusion he said that the League stood, and his country stood with it, for the collective maintenance of the Covenant in its entirety, and particularly for steady and collective resistance to all acts of unprovoked aggression.

6. The general debate occupied the Assembly for five days and the delegates of thirty-two countries, including every Member of the British Commonwealth, took part. Hostilities had not yet broken out between Italy and Abyssinia and the great majority of the speakers expressed their fidelity to their obligations under the Covenant and their intention to assume their full responsibilities should the procedure of conciliation unhappily fail to bring about a settlement. Among other questions of importance raised, the Australian delegate referred to the importance of nutrition from the point of view of public health, the Norwegian delegate discussed international assistance to refugees, and the Hungarian delegate spoke of the equality of the rights of States, with special reference to armaments, and of the protection of minorities.

7. On the second day of the discussion His Highness the Aga Khan spoke as follows:—

“On the one subject that is dominating the mind of this Assembly there is much that I could say. But I am a man of few words, and I shall be brief.

In India criticism of the League of Nations is growing. India is troubled by the League's lack of universality, the incompleteness of its composition, and the tiny representation of Indians in its organisations. She is troubled by the great preponderance, as India sees it, of the energies the League devotes to Europe and European interests. She is troubled by the magnitude of her own contribution to the League Budget—large in itself, for it is larger than the contribution of any non-permanent Member of the Council—disturbingly large when placed side by side with the poverty of so many of her many millions. She is troubled by the League's dramatic failures; troubled by the Disarmament Conference, long drawn-out, infructuous—and here I speak feelingly as a member of it from the beginning—whereas the re-armament of States Members is in full swing. She is troubled above all by the wars, declared or undeclared, that have been waged between its Members.

And now a fresh trouble, greater than any of these, has arisen. Should the worst come to the worst—which God forbid—who dare foretell the evils, world-wide, age-lasting, that might follow?

India's criticism of the League is directed to its shortcomings, not to the ideals of which the League was the outcome and which inspire her being. On the contrary. Those ideals spring from the same source as India's own idealism, and the conception of collective security is appealing to Indian thought as the only alternative to international anarchy with ever-growing force.

The world is at the parting of the ways. Let wisdom guide her choice."

Elections to Assembly Offices.

8. The following were elected Vice-Presidents of the Assembly :—

M. Laval (France).

Sir Samuel Hoare (United Kingdom).

Baron Aloisi (Italy).

M. de Madariaga (Spain).

M. van Zeeland (Belgium).

M. Gomez (Mexico).

9. The Assembly divided up its work among five main Committees. Following the practice adopted in each of the three years since the Disarmament Conference was inaugurated, the Third Committee (Disarmament) was not constituted. The five Committees with their Chairmen and Vice-Chairmen were as follows:—

Committee.	Chairman.	Vice-Chairman.
First.—(Legal and Constitutional).	M. Limburg (Netherlands)	M. Castberg (Norway).
Second.—(Technical Organisation).	M. Zawadski (Poland)	M. Tudela (Peru).
Fourth.—(Budget and Finances of the League).	M. Radulesco (Roumania)	M. Feldmans (Lithuania).
Fifth—(Social and Humanitarian)	Countess Apponyi (Hungary)	M. Casares (Spain).
Sixth.—(Political)	Mr. de Valera (Irish Free State).	Dr. Turbay (Colombia).

10. The following were elected Members of the Credentials Committee, the body charged with the duty of examining the credentials of delegates:—

M. Bourquin (Belgium).
 M. Zaldumbide (Ecuador).
 M. Holsti (Finland).
 M. Munters (Latvia).
 Mr. B. K. Basu (India).
 M. Tudela (Peru).
 M. Modzelewski (Poland).
 M. Yen (China).
 M. Pcuritch (Yugoslavia).

M. Tudela was elected Chairman.

11. The Agenda Committee, appointed to examine the procedure to be followed in regard to the inclusion of new items in the agenda, was constituted as follows:—

M. Pflügl (Austria).
 M. Turbay (Colombia).
 M. Massigli (France).
 Sir James Parr (New Zealand).
 M. François (Netherlands).
 M. Motta (Switzerland).
 M. Stein (U. S. S. R.).

M. Motta was elected Chairman.

12. The General Committee of the Assembly, the function of which is to assist in the general direction of the work of the Assembly, in the constitution of Committees, in deciding on the

communications to be made to the Assembly, and so on, consists of the President and eleven Vice-Presidents (the Chairmen of the five main Committees are *ipso facto* Vice-Presidents of the Assembly). As in some previous years, the Chairmen of the Agenda and Credentials Committees were also specially invited to serve on the General Committee.

In the election for Vice-Presidents the first delegate of the U. S. S. R. failed to secure election, notwithstanding that he had obtained an absolute majority of votes. In view of the custom whereby the representatives of States permanent Members of the Council are invited to act as Vice-Presidents, the Assembly decided to invite M. Litvinoff to serve on the General Committee.

Elections to the Council.

13. The three States vacating non-permanent seats on the Council were Poland, Czechoslovakia and Mexico. The only proposals for candidature communicated within the prescribed time-limit were received from Poland, Roumania and Ecuador. Before the regular election it was necessary for Poland, who thus offered herself for re-election, to obtain by a two-thirds majority of votes in secret ballot, a declaration of re-eligibility. She obtained this declaration by 45 votes, the majority required being 35. The three States were then elected to the vacant seats by the following numbers of votes :

Roumania	50.
Ecuador	45.
Poland	42.

Agenda.

14. In accordance with the procedure adopted since 1932, the question of the amendment of the Covenant of the League to bring it into harmony with the Pact of Paris was withdrawn from the Agenda and adjourned to the next session of the Assembly. The Assembly of 1931 had recommended the setting up of a Committee of representatives of all Members of the League to meet during the Disarmament Conference to study the question. This Committee has not however yet been convened.

Similarly the question of prohibiting, under the provisions of the Covenant, the supply of arms and war material to belligerents, which was raised in the Fifteenth Assembly in connection with the Bolivia-Paraguay dispute, was withdrawn from the Agenda and adjourned to the next session. This question also was to have been previously examined by an *ad hoc* Committee but the Committee had been unable to meet.

The questions of Mandates and Slavery were not on the Agenda but, in accordance with precedent, were placed on it by Resolutions approved at early meetings of the Assembly on the proposals of Norway and the United Kingdom respectively.

Other items which were added to the Agenda after the opening of the Assembly were as follows :

Proposed amendments to the Rules of Procedure of the Assembly.

Entry into force of the amendments to the Statute of the Permanent Court of International Justice.

Conditions of voting on requests for advisory opinions addressed to the Permanent Court of International Justice.

Nutrition and Public Health.

The International Relief Union.

Settlement of the Assyrians of Iraq.

Work of the Committees.

15. The representation of India on the five main Committees was :—

First Mr. B. K. Basu.

Second { Mr. S. M. Bapna.
 { Mr. B. K. Basu.

Fourth { Mr. B. K. Basu.
 { Sir Denys Bray.

Fifth { Mr. S. M. Bapna.
 { Sir Denys Bray.

Sixth { Sir Denys Bray.
 { Mr. S. M. Bapna.

Dispute between Italy and Abyssinia.

16. We have dealt so far only with the first stage of the session of the Assembly. In the ordinary course the session would have been closed on the 28th September, on completion of its agenda. A number of Delegations however had requested that, in view of the concern felt regarding the situation caused by the dispute between Italy and Abyssinia, the session should be adjourned and not closed, in order to enable the Assembly to be re-assembled, if necessary, at very short notice.

17. Accordingly, hostilities having in the meantime broken out between the two countries, the Assembly met again on the 9th, 10th and 11th October. During this second stage of the Assembly's Sixteenth Session India was represented by His Highness the Aga Khan and Sir Denys Bray.

18. On the 2nd October the Emperor of Abyssinia informed the Council of the League that Italian troops had violated the Abyssinian frontier. On the following day the Italian Government replied that the warlike and aggressive spirit in Abyssinia had "succeeded in imposing" war against Italy and that the Italian Government had been obliged to authorise the High Command to take the necessary measures of defence. On the same day the Abyssinian Government informed the Council that Italian aeroplanes had bombarded Adowa and Adigrat, that a battle was taking place in the province of Agame and that these events, occurring on Abyssinian territory, involved a violation of the Covenant by Italian aggression. Thereupon a Committee, consisting of representatives of all Members of the Council except the parties, drew up the report contemplated in paragraph 4 of Article 15 of the Covenant (*i.e.*, "a report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.") and recommended that any violation of the Covenant should immediately be brought to an end. On the 5th October the Council, after hearing the parties, instructed a Committee of Six to examine the situation. This Committee reached the conclusion that the Italian Government had resorted to war in disregard of its obligations under Article 12 of the Covenant. This conclusion the Council adopted on the 7th October.

19. The Assembly met on the 9th October and decided unanimously to include the subject of the dispute on the Agenda of the Session and to take it into immediate consideration. Out of fifty-four States represented at the Assembly, fifty agreed with the Council that Italy had had recourse to war contrary to her engagements under the Covenant. On the proposal of the General Committee the Assembly, taking into consideration the obligations which rest upon Members in virtue of Article 16 of the Covenant, relating to the application of Sanctions, and the desirability of co-ordinating the measures which they might severally contemplate, recommended that the Members of the League other than the parties should form a Committee (which became known as the Co-ordination Committee) to consider and facilitate the co-ordination of such measures. This recommendation was voted unanimously save for the contrary vote of Italy and the abstentions of Austria and Hungary.

20. On the 11th October, after a speech by the representative of Albania, saying that in view of the political relations of his country with Italy the Albanian Government could not endorse the decision to apply Sanctions against that country, the Assembly again adjourned, the Co-ordination Committee having begun its labours earlier on the same day.

Work of the Assembly during its first stage.

21. We reproduce in the Appendix all Reports and Resolutions passed by the Assembly. In the following sections of our Report we deal only with those matters which seem to deserve special mention, either on grounds of general interest, or because they are of particular interest to India, or formed the subject of discussions to which the Delegation contributed.

FIRST COMMITTEE.

PROCEDURE OF THE ASSEMBLY : QUESTION OF THE MAINTENANCE OF THE RULES TEMPORARILY ADOPTED IN 1933.

22. Little time was spent in discussing whether the Assembly should incorporate in its permanent Rules of Procedure the two rules which its resolution of October 11th, 1933, had put into force experimentally for the session of 1934. The first rule, that reports of Committees which the Committees themselves unanimously declared suitable for simplified procedure, and the discussion of which was not demanded subsequently by any delegation, should be adopted without debate at plenary sessions of the Assembly, was confirmed. The other rule, providing for the possibility of the Finance Committee (Fourth Committee) being convened before the opening of the Assembly session when this Committee is faced with a specially heavy agenda, had not yet been used, and the Committee accordingly recommended that it should be maintained for the year 1936, leaving the Assembly to take a final decision at its next session.

[Appendix I (1).]

PROPOSED AMENDMENTS TO THE RULES OF PROCEDURE OF THE ASSEMBLY.

23. In consequence of a decision of the Assembly, a note by the Secretary-General suggesting certain amendments to Article 7 of the Assembly's Rules of Procedure was referred to the First Committee. These amendments had two main objects ; first, to make the first delegates of the permanent members of the Council *ex-officio* members of the General Committee, which assists the President of the Assembly in the general direction of the work of the session ; and secondly, to give an official existence to the Agenda Committee.

24. During the discussion, the Norwegian delegate put forward the draft of a new Rule providing for a committee for the nomination of candidates, whose function would be to facilitate arrangements for elections at the beginning of each session of the

Assembly. The committee found that this proposal raised questions of principle, and it was decided by twenty votes to ten and two abstentions to advise the Assembly to adjourn the whole question to its next session.

[Appendix I (2).]

NATIONALITY OF WOMEN.

25. The first international instrument dealing with the nationality of women was the Hague Nationality Convention of 1930. Articles 8 to 10 provide that the loss of a wife's nationality, consequent either upon her marriage with a foreigner or upon a change in her husband's nationality during marriage, shall be conditional on her acquiring the nationality of her husband; and that naturalisation of the husband during marriage shall not involve a change in the wife's nationality except with her consent. The Hague Convention has been ratified by a number of Governments, including those of the United Kingdom and Canada, and the instrument of ratification on behalf of India was deposited on the 7th October, 1935, shortly after the Assembly had adjourned.

26. There is no doubt that wide-spread application of these provisions of the Hague Convention would greatly diminish the number of cases of statelessness and double nationality arising from the conflicting nationality laws of various countries. A considerable body of opinion nevertheless exists which would be content with nothing short of a convention giving express recognition to the principle of complete equality between the sexes. This view found expression in Recommendation No. VI of the Hague Conference, which advised States to consider whether it would not be possible to introduce into their laws the principle of the equality of the sexes in matters of nationality. A more striking gesture was the conclusion at Montevideo in 1933 of a Convention on the Nationality of Women, whereby nineteen States agreed that there should be no distinction based on sex as regards nationality in their legislation or in their practice. This Convention is open to accession by any State.

27. The question of the nationality of women was placed on the Agenda of the Assembly in consequence of a letter addressed by the delegations of fifteen countries to the President of the 1934 Assembly, requesting that the Montevideo Convention should be brought before the First Committee. The main question which divided the Committee this year was whether it was now possible to give any formal blessing to the principle of equality, or whether it should be clearly admitted that, owing to lack of unanimity, no further progress could be made on international lines beyond the terms of the Hague Convention. The minority who favoured recognition of the equality principle suggested that the Committee

should adopt a resolution recommending Governments to accede to the Montevideo Convention; but the majority were opposed to any expression of approval of a Convention embodying a principle which they could not recognise. A draft resolution prepared by the Chilean delegate 'expressing high appreciation of the achievements' of the States parties to the Montevideo Convention was therefore redrafted so as to state merely that the Assembly 'remarked with interest' these achievements and drew the attention of the Members of the League to the fact that the Montevideo Convention is open to the accession of all States. The resolution adopted by the Committee also thanked the women's international associations for their assistance to the League in this field; renewed its recommendation to Governments to ratify the Hague Convention; and asked the Council to continue to follow the development of this problem, in order to determine when further concerted international action would be justified.

[Appendix I (3).]

STATUS OF WOMEN.

28. This was the first session of the Assembly at which the question of Status of Women appeared on the Agenda. It was placed there in consequence of a letter addressed by the delegations of ten South and Central American States to the President of the Fifteenth Assembly on the 26th September, 1934, requesting that the Agenda should include not only the subject of women's nationality but also the entire status of women, giving particular attention to the Treaty signed by four Governments at Montevideo in December, 1933. The letter further requested the Assembly to bring the whole critical situation affecting the position of women before the Council at the earliest possible moment.

29. From the outset of the First Committee's discussions, it was found necessary to divide the subject into two parts, (a) the political and civil status of women, and (b) the position of women in industry.

30. It was recognised that the latter aspect of the problem fell within the competence of the International Labour Organisation, and could not properly be dealt with by the Assembly. The Committee accordingly obtained the advice of the International Labour Office, whose representative explained that the matter could be placed either before the International Labour Conference or before the Governing Body of the International Labour Office. As a result of this explanation, a passage was embodied in the Committee's resolution expressing the hope that

the International Labour Organisation would, in accordance with its normal procedure, examine such aspects of the problem as were within its competence, namely, the question of equality under labour legislation, beginning with the question of discriminatory legislation, some of which might be detrimental to women's right to work.

31. As regards the political and civil status of women, it became clear that there were strong divergences of opinion in the Committee between those who believed in the thorough-going application of the principle of equality, and those who insisted that each particular subject-matter must be treated by each Government according to the traditions and social conditions of the country in question. The former were anxious that Governments should be encouraged to accede to the Montevideo Equal Rights Treaty of December 1933, whereby the contracting States agreed that men and women should have equal rights throughout the territory subject to their respective jurisdictions. It was urged on the other hand that this Treaty over-simplified an extremely complex problem, and that while a country might attach importance to a principle and give effect to it generally as circumstances might permit, it was quite another thing to enter into an international obligation and give effect to it on every occasion and in all circumstances. The course of the discussion shewed that a considerable number of delegations shared the latter view, believing that the question was essentially one for domestic jurisdiction, and that the League ought not to undertake any work with regard to the status of women without a direct mandate from States.

32. A draft resolution was proposed by the Irish Free State delegate, recommending that Governments should be asked for their observations on the question of the status of women, with particular reference to the Equal Rights Treaty, and inviting the women's organisations (whose views were already before the Committee in some detail) to make a further study of this matter. This resolution was opposed by the Belgian delegate, who considered that it was useless to consult States regarding the principle laid down in the Montevideo Treaty, to which, in his view, not one Government in ten could accede. He therefore proposed an alternative resolution, suggesting that the question of equal rights for men and women could advantageously be examined by the League of Nations when the latter had before it the question of the rights of man and of the citizen. Some sympathy was shewn in the Committee for this proposal, which was nevertheless heavily voted down, the Committee finally adopting a revised version of the Irish Free State draft.

CONDITIONS OF VOTING ON REQUESTS FOR ADVISORY OPINIONS
ADDRESSED TO THE PERMANENT COURT OF INTERNATIONAL
JUSTICE.

33. In 1928 the Assembly recommended that, when circumstances permitted, the Council should have a study made of the question whether the Council or the Assembly might, by a simple majority, ask for an advisory opinion of the Permanent Court of International Justice within the meaning of Article 14 of the League Covenant, or whether a unanimous vote was necessary. No effect was given to this recommendation. In practice, the Council has only applied to the Court when its members were unanimous in wishing to do so, and in consequence its applications have become steadily less frequent. Certain delegations had therefore submitted to the Assembly a draft resolution reiterating the resolution of 1928 and asking that if, after studying the question, the Council was unable to arrive at a decision, the question itself should be submitted to the Court for an opinion.

34. Although this draft resolution in no way prejudged the issue between majority and unanimity, the Committee entered into a very full discussion of this issue and the principles which it involves. On the one hand it was contended that the unanimity rule, by making recourse to the Court for advisory opinions less frequent, hinders the development of international law. On the other hand, delegates whose countries have not accepted the compulsory jurisdiction of the Court in all matters refused to admit that a simple majority of the Council can impose on parties to a dispute advisory opinions, which in practice partake of the nature of regular judgments by the Court. A third view was that the answer to the question whether a simple majority or a unanimous vote of the Council is required for an advisory opinion might vary according to the effect which the delivery of an advisory opinion on a point of law might have on the Council's judgment of the case as a whole, and according to other factors.

35. At the close of the discussion the Committee, with one dissentient, recommended that the Council should undertake a study of the question. That part of the draft resolution which contemplated the submission of the question to the Court itself was not adopted.

[Appendix I (5).]

INTERNATIONAL INSTITUTE AT ROME FOR THE UNIFICATION OF
PRIVATE LAW.

36. This was the first occasion on which the work of this Institute was discussed in the Assembly. A draft report and resolution were submitted to the Committee by M. Basdevant

(France), who paid a tribute to the Italian Government for their maintenance of the Institute. The objects and methods of the Institute were then described by the Italian delegate. He said that it had elaborated draft uniform laws regarding the sale of movable property and the responsibilities of hotel-keepers, both of which were now being submitted to Governments for study. It was hoped that Governments would give prompt consideration to these drafts. Draft laws on commercial arbitration were also in course of preparation, and work had been started on two further questions—the conclusion of contracts between absent persons and the civil responsibility of motorists. The Institute consulted distinguished jurists in different countries on all these matters and maintained close co-operation with the organs of the League of Nations, the Agricultural Institute in Rome and the Communications and Transit Organisation. A resolution of the Committee, which took note of this work and drew the attention of Governments to the desirability of giving early and favourable consideration to the two draft laws, was subsequently adopted by the Assembly.

[Appendix I(6).]

SECOND COMMITTEE.

COMMUNICATIONS AND TRANSIT ORGANISATION.

87. Of the subjects dealt with by the Second Committee in connection with the work of the League Communications and Transit Organisation, the question of the pollution of the sea by oil alone calls for comment. This matter was first brought before the Assembly in 1934 in consequence of a proposal by the United Kingdom Government that it should be referred for preliminary examination to the Communications and Transit Organisation, with a view to the eventual conclusion of an international convention. This proposal was supported by delegates from a number of other countries, including India, who announced that their Governments were in favour of efforts being undertaken to conclude an agreement designed to combat the harmful effects of oil pollution upon sea birds, fisheries and beaches.

88. After an initial enquiry by the Communications and Transit Organisation, the matter was referred to a Committee of Experts from the countries interested, which met in November, 1934. Following the recommendations of this Committee, the Council authorised the Organisation to take steps for the preparation of a draft convention. The Organisation thereupon sent out a questionnaire to Governments.

89. Earl de la Warr, who represented the United Kingdom in the Second Committee, after reviewing the work already accomplished, said that the replies to the questionnaire shewed

the necessity for international action against the evil, but revealed differences of opinion as to the remedy to be applied. He reiterated the assurance given in the previous year that his Government was prepared to fall in with any international scheme calculated to lessen the damage done by oil pollution, and appealed to other maritime countries for co-operation in the rapid execution of any resolution adopted by the Assembly. His Majesty's Government were in favour of the Communications and Transit Organisation being instructed to proceed with the preparation of a draft convention for circulation to Governments, and of the Council being authorised to convene an international conference for the conclusion of an international agreement.

These proposals were embodied in the resolution adopted by the Committee.

[Appendix II (1).]

HEALTH ORGANISATION.

40. The review of the work of the League Health Organisation during the preceding year, which was submitted by the Rapporteur, revealed no question of outstanding importance for discussion. Nearly every speaker, however, paid a tribute to the methods and achievements of the Organisation, to the worldwide character of its activities, and to the value of its collaboration with national health administrations. Particular interest was shewn in a number of international conferences which were to be held in co-operation with the Organisation or under its auspices. Among these were the Conference on Biological Standardisation, to be held at Geneva in October 1935, at which India was to be represented; and the Second Pan-African Health Conference, which was to meet at Johannesburg in November 1935, and to which India was to send an observer, in view of the necessity ofconcerting measures for preventing the spread of infectious diseases between India and Africa. India is even more interested in the Conference on Rural Hygiene in the Far East, which is to be held towards the end of 1936; indeed at each Assembly since 1932 the Indian Delegation has urged the convocation of such a Conference. The arrangements for the Conference are being undertaken by the Eastern Bureau of the League Health Organisation at Singapore, and its agenda was informally discussed at the ninth Congress of the Far Eastern Association of Tropical Medicine, held at Nanking in October 1934. It was there agreed that the principal questions for the Conference would be the type of medical and health organisation best adapted to the special conditions of rural districts in the East, the staff and its training, the campaign against the principal endemic and epidemic diseases, and the improvement of health and social conditions in rural districts.

41. The Government of India's appreciation of the work of the Health Organisation, contact with which had accelerated progress in India, was expressed by Mr. Bapna, who said that his Government was devoting special attention to the question of rural hygiene and to the health and housing of the rural population—a problem so vast that the end in view could not be achieved for many years to come. They therefore welcomed the prospect of the Conference on Rural Hygiene in the Far East.

India attached the greatest value to the services being rendered by the Eastern Bureau at Singapore, in which it co-operated by supplying weekly by cable the epidemiological information relating to disease in Indian ports and British provinces, particulars of plague-infected rats in Indian ports, and of infected ships arriving at Indian ports and engaged in international traffic. The Bureau's weekly epidemiological messages, broadcast from Java, were re-broadcast in clear from Karachi and Madras every Saturday for the benefit of ships at sea.

From India's point of view, the most important matters dealt with by the Regional Health Conference held in Cape Town in 1932 were the technical discussions on the prevention of the transmission of yellow fever by aircraft and on the spread of small-pox from India.

The existing provisions regarding yellow fever had been made as a result of the International Sanitary Convention for the Control of Aerial Navigation. The Central and East African countries had arranged for concerted action regarding the use of protection tests, and in making surveys of vector species in their ports and towns. Technical reasons had so far prevented the Government of India from reaching a final decision as to adherence to the Convention, but the discussions at Johannesburg would assist it in framing its future policy regarding yellow fever in general and the Aerial Sanitary Convention in particular.

With regard to small-pox, difficulties had arisen in recent years over the measures taken by the South African and East African governments to prevent its introduction from India. Fresh problems arose with regard to the acceptance of vaccination certificates issued in India without verification by some responsible authority. The governments concerned had been discussing the matter, and the Government of India had now amended its procedure in a manner acceptable to several of the East African governments.

Thanks to a special fund called King George's Thanksgiving (Anti-Tuberculosis) Fund, India had been enabled to carry on some useful work in connection with tuberculosis by the allocation of annual grants to local associations undertaking work in this field.

NUTRITION AND PUBLIC HEALTH.

42. The attention of the Assembly was drawn to the problem of nutrition in its relation to public health at the request of twelve delegations. It was pointed out that nutrition, a public health problem, has also become a social and economic problem and one closely connected with the formidable difficulties experienced by the farming industry all over the world in disposing of its surplus foodstuffs. The discussion in the Second Committee, in which twenty delegations took part, was opened by the Australian delegate, Mr. Bruce, who said that the study of the question might well pave the way to better health conditions in all countries and to a solution of the agricultural problems at present facing the world. He stated the essence of the problem in his description of the paradox of a glutted market for the farmer and the insufficient nourishment of a substantial proportion of mankind in "protective foodstuffs" such as milk, fresh vegetables, fruit, eggs and meat. He realised that the nutrition problem varied enormously in extent from country to country and said that in certain of the less developed overseas countries, with their teeming millions of population, improvement must be regarded as a long-range objective. In an intermediate class of countries, mainly agricultural, there was no scarcity of food, but the food available was not necessarily the most suitable from the nutrition standpoint. These might be regarded as a medium-range objective. On the other hand he thought that improvement in the richest and most developed countries could be viewed as an immediate goal, and to show the need for improvement in such countries he quoted the United States representative at the last International Labour Conference as saying that even in the prosperous year 1929, six million children in his country had suffered from malnutrition.

43. He moved a resolution the main lines of which met with general agreement and which, with slight modification, was ultimately adopted by the Committee and approved by the Assembly. The resolution suggested, first that the work of the League Health Organisation on nutrition in relation to public health should be continued and extended; secondly, that the League, in consultation with the International Labour Office and the International Institute of Agriculture, shou'd collect information on the measures taken in all countries for securing improved nutrition; and, thirdly, that a Committee including agricultural, economic and health experts should be appointed to submit a report on the whole question in its health and economic aspects to the next Assembly.

. ECONOMIC AND FINANCIAL ORGANISATION.

44. In the sphere of economic and financial policy the Second Committee had before it reports issued during the year by the Financial and Economic Committees on Clearing Agreements, Agricultural Protectionism, and the Present Phase of International Economic Relations. But as was the case last year the discussion tended to centre in the speech of the French delegate, M. Bonnet, the French Minister of Commerce, which was regarded as of such importance that several days were allowed to elapse before the discussion was resumed. In his speech M. Bonnet first emphasised the failure of world economic policy during the last ten years. The line of duty had been marked out by the League, but its recommendations had remained a dead letter and all countries had departed farther and farther from the ideal set before them. Public opinion must be brought to realise the true significance of the measures by which countries bent on fending off the crisis had paralysed international trade. He admitted and welcomed the signs of recovery but held that it was local and limited in extent and argued that efforts would have to be made to extend it by encouraging the international circulation of goods and capital. While urging that individual attempts at improvement should be supplemented in the financial and commercial field by effective international co-operation, he maintained that there could be no solution of the crisis so long as currency instability and exchange control continued or while so many barriers obstructed the movement of capital and goods. The fall in the value of a large number of currencies had involved French products in dangerous competition and France had protected herself with Customs barriers which some countries may have thought excessive. But in future his country would accept a more liberal economic policy if she could count on finding herself faced with nations which, on the one hand, were imbued with the same goodwill in economic matters and, on the other, were ready to undertake to maintain currency stability at a fixed parity during the whole period of any commercial agreements to be concluded. The crisis could only be solved by concerted action on the part of Governments and peoples. France was prepared to play her part.

45. The discussions which followed showed an increasing desire for currency stabilisation and a conviction of the necessity for increasing foreign trade and for modifying commercial policy on more liberal lines.

46. The resolution on the subject adopted by the Assembly, after commending the principle of most-favoured-nation treatment, recommended that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be

power to take steps to revise the agreements at short notice. Before the Assembly adjourned the President read a message from the United States Government expressing its interest in the economic programme submitted by the Second Committee and welcoming the recommendation for the adoption of a more liberal trading policy by means of bilateral trading agreements based on the most-favoured-nation principle.

47. Other resolutions on economic subjects adopted on the recommendation of the Second Committee dealt with Clearing Agreements and Agricultural Production. As regards the former the Assembly agreed that the system cannot be more than an expedient or makeshift involving numerous drawbacks, and that it should be abolished as soon as possible. It therefore suggested that the Council should consider the desirability of an enquiry with a view to devising means for applying the conclusions of the Joint Committee on Clearing Agreements. As regards Agricultural Production another resolution recommended the resumption of consultations of agricultural experts such as had given interesting results in 1930 and 1931.

48. In the course of the valuable discussion on economic questions Mr. B. K. Basu congratulated the Economic Committee upon its report on Agricultural Protectionism and said that such a study showed the economic trouble of the world in its proper perspective and constituted the first step towards recovery from a situation which had grown continually worse since the financial crisis of 1929.

In his view the history of the present crisis went farther back than the financial crash which had precipitated the economic depression. During and just after the war many countries, especially those in the East, had had to forgo their former supplies of manufactured articles from Western Europe. The inevitable result was the creation of manufacturing industries of their own—a development which had taken place in most countries from Persia to China and had been rapid in many parts of India. After the war, the West European countries had restarted their industries without taking into account the contraction of their former markets. By 1925, industrial production in Europe had reached the pre-war level. Difficulties had arisen at once, for the eastern countries were no longer in a position to absorb the quantities they had taken before the war.

Outside factors had aggravated rather than mitigated the mal-adjustment. One was the development of mechanisation in agriculture, which had led to greater yield, with less employment, in the production of foodstuffs and other agricultural raw materials. The result was a displacement of agricultural labour. Moreover, the rapid increase in the use of machinery imposed an additional burden in that the demand for fodder had fallen away owing to the almost complete replacement of animals by machines for transport purposes in western countries. An increase of population

would provide a solution, but one too slow to keep pace with modern mechanical developments.

But for a very short period of difficulty, these new devices could have been utilised for the benefit of man instead of serving to create distress. But the vicious circle of protectionism, already growing in 1929, had been intensified by the crisis, and no recovery was possible until men realised that the modern instruments of economic life, whether of production and distribution, or of audit and finance, could not operate properly unless deregulated.

When the crash came, the old political prejudices had blinded the nations to the need for economic solidarity. But for the human tragedy involved, it was almost laughable to see every country trying to sell as much as possible to others while buying as little as possible from them. Nations seemed to have forgotten the elementary fact that they could not export unless they imported and that they could not ask their debtor nations to pay the debts, credits, or indemnities owed unless they were prepared to accept their products, these being in the last resort their only means of making payment.

Agricultural protectionism in the industrial countries of the west was a harmful form of the evil. It was only logical that if industrial countries refused to absorb the products of agricultural countries, these latter would likewise be unable to purchase the products of the former. Agricultural protectionism thus inevitably reduced the exports of industrial countries and thereby brought about industrial depression.

Obviously this kind of economic isolation could not last: unless some remedy were adopted, a crash was unavoidable. He appealed to the Committee not to let matters drift but to devise some means, in the first place to stay any increase in agricultural protectionism, and in the second place to reduce it to a minimum.

[Appendix II (4).]

FOURTH COMMITTEE.

THE LEAGUE BUDGET.

49. That the efforts made in recent years by several delegations, and not least by the Indian delegation, to secure economies in League administration and to place the League's finances on a sound basis have borne fruit, was reflected in the current budget. Further economies were nevertheless urged in a vigorous manner by the French delegation, who sought to secure a cut in the budget which would reduce the contributions of States members by ten per cent. The United Kingdom delegation on the other hand

pressed for additional expenditure on a new and important humanitarian work, the settlement in French Syria of the Assyrians of Iraq. These two questions, which were raised publicly after the Fourth Committee met, tended to become its main interest.

FINANCIAL POSITION OF THE LEAGUE.

50. There has been a progressive reduction in the League-budget during recent years. The sum finally approved for the 1936 budget was 28,279,901 francs as compared with 30,639,664 francs for 1935, 30,827,805 francs for 1934, and 33,429,132 francs for 1933. The total receipts for 1934, including payments of contributions in arrear, amounted to 93.47 per cent. of the budget as against 82.32 per cent. in 1933. The receipts of current contributions during the year amounted to only 71.97 per cent. of the budget, a slightly smaller proportion than in 1933, but payments in respect of arrears jumped from 10 per cent. of the budget in 1933 to 21.5 per cent. in 1934. As regards the year 1935, by 31st August the expenditure estimates had been covered to the extent of 77.5 per cent. by receipts, including arrears. At the same date in 1934 the total contributions received amounted to 65.7 per cent. The payments during the first eight months of 1935 represent the highest proportion that has ever been attained in any corresponding period.

51. At an early stage in the proceedings of the Committee the French delegate read a letter which had been addressed a month before by M. Laval to the Secretary-General of the League, pointing out the vigorous measures taken by the French Government to secure national economies and to balance its budget by a ten per cent. cut in official salaries and pensions and a cut in interest rates on Government bonds, and arguing that such measures should be applied to the budgets of international organisations as well as to those of the States themselves. The letter acknowledged that the salaries of new officials of the League had been cut by ten per cent., but expressed the opinion that further economies could be made without impairing the activities of the League. It then asked for such a reduction of expenditure as would make it possible to reduce the contributions of States members by ten per cent. M. Laval himself attended the Committee to urge the French proposal. The delegate of the United Kingdom (Dr. Burgin) gave general support to the desire for economy expressed by the French delegate and drew particular attention to the necessity for enforcing the ten per cent. cut in salaries approved by an earlier Assembly, wherever the terms of the contract made it possible. He said that where contracts provided for termination of service at the end of a given time, notice to terminate the contract ought to be given in order that the official concerned might in future be engaged upon terms which

permitted an alteration of salary if external conditions required it. The delegate of Norway (M. Hambro) proposed deferring consideration of the whole question until the preparation of the next budget. But the Committee decided to refer back the question of a cut in the budget, to the Supervisory Commission.

52. The Supervisory Commission recommended reductions aggregating 1,950,000 francs. The reductions were to be achieved, so far as the International Labour Organisation was concerned, by postponing part of the building programme until 1937 and by reducing the numbers of new staff to be employed owing to certain States not Members of the League becoming members of the Labour Organisation. In the case of the League Secretariat a reduction was to be effected by cuts in such items as "unforeseen expenditure of the Council", "Monetary and Economic Conference", "Conferences or organ for the reduction of armaments" and by the creation of a reserve fund against contingencies. A similar arrangement was suggested in regard to the Permanent Court of International Justice. Finally, an additional refund to contributors out of the 1934 surplus was recommended. This report met with some criticism, but was ultimately adopted.

[Appendix III (1).]

ASSYRIAN SETTLEMENT SCHEME.

53. The question of the settlement of the Assyrians of Iraq, over twenty thousand in number, had been before the Council for some years and efforts had been made by a Committee to find a suitable home for those who desired to leave Iraq; but hitherto the efforts had not met with success. A scheme for their settlement in the Ghab area of the French Mandated territories of the Levant now offered the prospect of a satisfactory and permanent solution of the problem, but as it involved the financial participation of the League it was referred by the Council to the Assembly. The discussion was opened in the Sixth Committee by the Chairman of the Committee of the Council. He explained that the Assyrians are a Christian minority whose homes before the war were, for the most part, not in what is now Iraq, but in what is now the Republic of Turkey. The settlement of this largely extraneous community among elements of different race and religion in Iraq had always been a difficult problem. A number of the Assyrians had shewn themselves unwilling to be completely absorbed in the Iraqi State, and the League Council had had to consider various petitions from this discontented portion of the community shortly after the termination of the mandatory regime in 1932. The Committee had investigated places for settlement in every continent, but without satisfactory result. Finally, the Committee had approached the French Government with an appeal to receive the Assyrians in the mandated territories of the

Levant. The French Government had received the appeal with sympathy, and the outcome was the proposed scheme for settlement in the Ghab area where a detailed scheme had been worked out. The difficulty was finance. The territories of the Levant under French mandate had agreed to pay a large share of the cost of the improvement of the land, and the United Kingdom Government was prepared to contribute up to a maximum of £250,000 subject to the payment of an equal contribution by the Iraqi Government and to the League itself finding whatever balance might remain when all contributions from independent sources had been added. Ultimately the Sixth Committee adopted a resolution which, after reciting the various aspects of the problem and declaring that the proposal of the United Kingdom concerning the financial participation of the League was worthy of the most sympathetic consideration of the Assembly, referred to the Fourth Committee the question of the provision of the necessary funds. In the Fourth Committee a two-thirds majority was in the first place required, in accordance with the financial regulations of the League, in order to decide in principle whether a credit should be authorised in the budget. The debate was opened by the United Kingdom delegate, Dr. Burgin, who pointed out that if a proposed credit operation, based on repayment by the Assyrians for the land allotted to them, could be realised, 44 million French francs, or 8,800,000 Swiss francs, remained to be found, after taking into account the contribution of the Mandated Territories of the Levant. The United Kingdom was prepared to contribute up to a maximum of 3,750,000 Swiss francs (£250,000), and it was hoped that the Iraqi Government would do the same, making 7,500,000 Swiss francs in all. Dr. Burgin submitted a resolution recommending the Assembly to undertake the provision of the funds necessary to complete the scheme, over and above all independent contributions, including those from private charitable sources. If the estimates were exactly realised and the proposed credit operation successfully carried out, the gap which the resolution asked the League to fill might be 1,300,000 Swiss francs. He asked the Committee to look upon the part to be played by the League not as a liability, but as an opportunity to permit the completion of a work which, if successful, would be a brilliant addition to its achievements in the humanitarian sphere.

54. Considerable opposition was expressed to the assumption by the League of financial liability in a question which several speakers evidently still regarded as an ordinary refugee question, but the Committee decided, with some abstentions, to refer the matter to the Supervisory Commission for report.

55. In its report the Commission pointed out that for various reasons the estimates for the scheme might be exceeded. Moreover the League's intervention in settlement questions had hitherto

been confined to obtaining technical advice, providing experts and collaborating in the issue of loans, without any large sums being charged direct to the League budget. As, however, the Council had been dealing with the Assyrian problem for some years, the Commission felt obliged to propose that the Assembly should grant financial assistance, but stipulated that its conclusions should not serve as a precedent and that the League could not accept a residuary liability. The amount of the contribution should be clearly fixed forthwith and should in no case be increased later. It accordingly recommended a contribution of 1,300,000 Swiss francs spread over four years, namely :—400,000 Swiss francs in 1936 and 300,000 in each of the following three years. When this report was discussed by the Fourth Committee, the Iraqi delegate (Nuri Pasha) announced that his Government would ask its Parliament to authorise an increased contribution equal to that to be paid by the United Kingdom Government. The sum would amount to five-twelfths of the cost of the scheme up to a maximum of £250,000.

56. Though the Commission's recommendation fell short of the proposal of the United Kingdom delegation, Dr. Burgin announced that his Government would maintain its offer, subject to its other conditions being fulfilled. In the subsequent discussion opposition was expressed by several delegations, but in the end the Commission's proposals were adopted by the Committee by 26 votes to 3, with 6 abstentions, and subsequently by the Assembly unanimously.

[Appendices III (1) and V (3).]

CONTRIBUTIONS IN ARREAR.

57. Considerable progress was made this year with the question of arrears of contribution, which has engaged the serious attention of the Assembly for many years. In 1934, the Assembly appointed a small Committee to sit at intervals until the Assembly met in 1935, with full power, subject to ratification, to negotiate arrangements with States for an equitable settlement of arrears. This Committee produced two reports, the second report after their re-appointment by the Fourth Committee during the current session of the Assembly. While the problem of arrears of contribution may be regarded as partly due to the world depression, it is aggravated by the fact that in some cases contributions have not been paid over a long period and total indebtedness is high in terms of national budgets and ability to transfer abroad the sum owed. In their first report, the Committee sought to set out the matter in its true proportions, explaining that the real irrecoverable arrears represent from three to four per cent. of the total contributions which the League has claimed from its Member

States. On the other hand, in their second report they pointed out that the proportion of the current contributions remaining unpaid at the end of the year had increased from 14.5 per cent. at the end of 1931 to 28.03 per cent. at the end of 1934, although the prospect for 1935 was more encouraging. The Committee concluded arrangements with ten States for the settlement of their arrears of contributions. In general the settlement involves the writing down of arrears and the spreading of the payment of the balance over a period of years. The Committee made certain general recommendations which seek to enforce the payment of contributions and in their covering report to the Assembly, the Fourth Committee particularly emphasised one of these recommendations, namely, that the settlements made should be subject to the understanding that failure to pay the current contribution as well as the instalment of arrears would *ipso facto* cancel the settlement and revive the debt in full.

58. The progress in the solution of this vexed question is very welcome and the result is, as the Committee pointed out in their second report, that out of fifty-eight Member States, forty-seven are now in good standing as regards their contributions, whereas, at the end of the Assembly of 1934, the States not in default with their contributions numbered only thirty-five. The resolution adopted by the Assembly invited the Special Committee to continue its tasks and to present a report to the Assembly at its seventeenth session.

[Appendix III (2).]

ALLOCATION OF EXPENSES.

59. Progress with the allied question of the allocation of the expenses of the League was much more limited. The Assembly of 1934 had decided, *inter alia*, (1) that the Allocation Committee should distribute twenty units for the year 1935 in reduction of the contributions of those States having the strongest claims to relief; (2) to place on the agenda of the Assembly of 1935, a British proposal that the contributions of all the permanent members of the Council should be fixed at the same level as that of the United Kingdom, *viz.*, 105 units, together with any proposals made by Governments regarding the method of contribution of Members of the League; and (3) that the Allocation Committee in agreement with the Committee on Arrears of Contributions should consider a Chinese request in regard to the reduction of her contribution. The Allocation Committee met soon after the close of the 1934 Assembly and distributed among nine States the twenty units available. Twelve went to South American States and Cuba, two each to Roumania and Yugoslavia, three to Siam and one to India, thus reducing India's assessment from 56 to 55 units. The modifications in the scale of contributions applied only to the year 1935. Similarly the Allocation Committee and

the Committee on Arrears of Contribution reduced China's contribution for the year 1935 from 46 to 42 units, besides making proposals in regard to her arrears of contribution. The Allocation Committee having completed its task, its term of office had come to an end.

60. The Assembly of 1935 consequently met with no Allocation Committee in existence and with no scale of contributions beyond the end of the year 1935. The Fourth Committee therefore appointed a new and somewhat larger Allocation Committee composed of Delegates and experts actually present in the Fourth Committee. It was instructed to prepare forthwith a draft scale for the year 1936 and to report on the situation as a whole to the 1936 Assembly. The Committee was appointed on the 21st September and its report came before the Fourth Committee at 10 P.M., on the 26th September, shortly before the Assembly adjourned. It was clearly impossible, as the Committee explained in its report, to draw up a new scale in so short a time. The Committee confined itself, therefore, to recommending that States should contribute for the year 1936, the same number of units as for 1935, except that the contribution of China should be reduced to 42 units and that the assessment for Ecuador, which had not yet been determined, should be fixed at one unit. The recommendations of the Committee were adopted by the Fourth Committee and the Assembly, as was also a decision that the Allocation Committee should examine the problem in all its aspects and prepare a revised scale of contributions for submission to the next Assembly. In presenting the report of the Committee, its Chairman, M. Reveillaud (France) said that the reference to the submission to the 1936 Assembly of a revised scale was not merely a hope, but a certainty which he asked members of the Fourth Committee to convey to their Governments. In 1936, a scale would be laid before the Assembly in which an attempt would be made to correct all the cases of injustice reported and which would, he said, undoubtedly constitute as satisfactory a settlement of the question as possible. He merely asked the Fourth Committee to agree to wait for one year.

[Appendix III (3).]

GENERAL REMARKS.

61. In the course of the general debate on the Budget Mr. B. K. Basu congratulated the authorities on the considerable reduction made in the budget for 1936. He highly appreciated the work of the Supervisory Commission, for the original appointment of which the Indian delegation had been largely responsible. Though great economy had been shown, further savings could still be made and, he felt sure, would be made when the opportunity arose. He would be the last, however, to press for economy at the expense of essential activities.

In regard to over-budgeting, the League had to depend for its existence on the payment of contributions by all States. Some States failed to meet their obligations and this probably rendered a certain amount of over-budgeting inevitable. The valuable work of the Arrears Committee had reduced this difficulty, and he hoped that it would very soon be possible to frame the League budget on as strict and narrow lines as those of national budgets.

He supported the proposal of the Australian delegate that a reserve fund should be created to meet unforeseen expenditure. By earmarking a certain proportion of the arrears paid, a reserve fund could be formed without disturbing the budget.

In regard to the French proposal, although further economies must be effected, he had doubts about the proposal in its present form. As M. Hambro had pointed out, if Germany and Japan had not left the League, every State's contribution would have been reduced by 13 per cent. in 1936. He therefore felt some sympathy for the proposal of M. Hambro.

He mentioned that the number and status of Indians employed in various organisations of the League were not in proportion to the amount of India's contribution. India had always paid her contribution (which was the largest received from a State not a permanent Member of the Council) regularly and punctually, and she thought that a larger number of suitably qualified Indians should be employed by the League.

When reducing the salaries of officials in India, the same difficulties in regard to officials on contract had been encountered as those with which the Fourth Committee had been confronted in regard to the Secretariat. They had been surmounted by voluntary action on the part of the officials concerned, and he thought that officials under contract to the League, if they were approached in the proper spirit, would willingly consent to a reduction. The League would be entitled to their co-operation and loyalty in this respect. If they followed this course, the suggestion made by Dr. Burgin at a previous meeting regarding notice to officials under contract would be unnecessary.

If further economies meant reducing the essential activities of the League, this would be most unfortunate and he hoped the step would not be taken. Finally, he thought that the Assembly should reiterate its request to Members to pay their contributions regularly and punctually, and Members in arrears should make every effort to meet their obligations as soon as possible.

62. We may summarise the work of the Fourth Committee by saying that on its recommendation the Assembly succeeded in substantially reducing the charge imposed on States members while maintaining the League's administrative organisation intact, providing reasonable funds for its main activities, meeting

considerable expenditure on a new humanitarian work—the settlement in Syria of the Assyrians of Iraq—and making substantial progress towards the settlement of the thorny question of arrears of contributions.

FIFTH COMMITTEE.

TRAFFIC IN WOMEN AND CHILDREN.

63. In the discussions under this heading, the question which received most attention was that of the women of Russian origin in the Far East who had either become prostitutes or were in danger of falling into prostitution. Suggestions were put forward that the League should appoint a woman agent to co-ordinate the activity of those societies and other bodies which are already engaged in preventive and rescue work in connection with these women. There was on the other hand a tendency, expressed in particular by the Chinese delegation, to urge that this matter was part of the general question of refugees, and should in consequence be referred to the Sixth Committee. A sub-Committee appointed to consider the matter in full was unable to reach a unanimous conclusion upon the proposal to appoint an agent, owing to the opposition of certain delegations to any action which would involve the League in fresh expenditure. As a result of the discussion on the sub-Committee's report, it was finally decided to recommend that an agent should be appointed, but on the understanding that the appointment should not, in the present circumstances, involve any financial charge upon the League. It was made clear, however, that this decision would not preclude the Fifth Committee from asking for a grant from League funds in future years, when evidence of the value of the agent's services might be forthcoming. The Committee also endorsed the recommendations on this subject made by the Traffic in Women and Children Committee in May 1935.

64. Some discussion took place on the abolition of licensed houses, measures for the rehabilitation of prostitutes, the forthcoming conference of the Central Authorities of the Eastern Countries, and the suppression of the activities of souteneurs. On this latter question, the United Kingdom delegation put forward the view that the conventions which had been drafted could only be signed by those countries which had already abolished licensed houses, and that such abolition must therefore constitute a necessary preliminary to all effective measures against souteneurs.

65. Mr. Bapna associated himself with this view. In India there were very strict laws against trafficking in women. The Government of India considered that it was not necessary to have any further special legislation on the subject, but if the League of

Nations put forward any draft convention; in order to make the laws in different countries uniform, there was no doubt that the Government of India would give it careful consideration. In so far as internal traffic in women was concerned, the control of the operations of souteneurs should be left to individual countries, according to the special circumstances prevailing in those countries.

[Appendix IV (1).]

CHILD WELFARE.

66. The questions relating to Child Welfare discussed this year by the Fifth Committee fall into two categories. On the one hand, there were problems connected with abnormal children—young offenders, blind children and children abandoned by their parents. On the other hand, there were those aspects of the Committee's work, whose importance was emphasised by the Rapporteur, which concern the normal child. In this connection interesting exchanges of views took place on the effect of the economic depression and unemployment upon the young, and on the recreational aspect of the cinema in the life of the child. In addition, the Committee's attention was drawn to the work already achieved by the Information Centre since its foundation in June.

67. The speech of the delegate of India was at once a warning against extending the activity of the League in this sphere beyond these exchanges of views and this collection of information, and evidence that the policy of the Government of India is in agreement with the view, expressed in the resolution adopted by the Committee, that the treatment of delinquent children should be directed towards education rather than punishment. Mr. Bapna said that he had read with genuine pleasure the reports of the work of the Child Welfare Committee and of the Advisory Commission and the report submitted by the Rapporteur. They contained valuable suggestions and ideas to which no country could take exception. No doubt some questions were controversial, not in principle, but owing to varying conditions in different countries. An attempt at standardisation in this field by international agreements or conventions was neither desirable nor likely to succeed. Modifications and adaptations would be necessary according to the social, economic and religious conditions prevailing in a country. Child welfare work was primarily the domestic concern of the States, and the League's activity should be confined to collecting and disseminating facts which would serve as a guide to social reformers and Governments. Any direct action taken by the League was likely to frustrate the very object for which action was intended. This was the view taken by the delegation of India in 1925 and 1926 also.

As regards the progress of the work in his own country, great improvements had taken place during the last fifteen years. The ages of marriage had been raised and in most of the Provinces laws had been passed for the protection of children and, in the case of offenders, for their segregation from ordinary criminals. The Madras Juvenile Offenders Act, 1920, was typical of such legislation. As an alternative to ordinary punishment it provided for discharge under the care of a parent or guardian. Provision was also made for committal to an industrial school. Under the Act the Government was empowered to establish juvenile courts, or, where this had not been done, young offenders were tried in a different room or at a different time. Several schools were maintained or certified by the Government for delinquent children. In some Provinces the Act provided for committal to an industrial school of children found begging or destitute, and for the punishment of cruelty to children. A special police staff had been appointed for the administration of the Bengal Act and a Children's Aid Society had been formed. With the co-operation of these bodies a large number of children had been removed from brothels and given shelter. For Borstal schools an adolescent offender was defined as between the ages of fifteen or sixteen and twenty-one years. The period of detention varied from two to five years. For delinquents below fifteen there were reformatory schools in which the period of detention varied between three and seven years. In some Provinces there were Acts in which provision had been made for the boarding out of children and for rescuing them from immoral surroundings, also for improving their health and providing recreation. Similar provisions had also been made in some of the Indian States. This in brief was the record of work in India, and he had no doubt that in future the progress would be maintained.

[Appendix IV (2).]

OPIUM AND OTHER DANGEROUS DRUGS.

68. Though nearly every speaker paid a warm tribute to the work of the Advisory Committee and the other organs of the League which deal with the drug problem, it was frankly stated that, in spite of all that has been achieved in the way of international control, there has been no decrease in the illicit traffic. While the measures taken under the auspices of the League have put a stop to leakages on a considerable scale from the authorised manufacture, the traffic now draws its supplies from clandestine factories. The Fifth Committee was unanimous in encouraging the League organs to persevere in their efforts to remedy this very serious situation. At its next session the Advisory Committee will discuss both clandestine manufacture and drug addiction, as well as measures to combat them. The Secretariat is already engaged

in collecting such information as is available on these subjects. Moreover a Committee of Experts on which India would be represented, was to meet in December in order to consider the draft convention, which was in the hands of Governments, relating to the suppression of the illicit traffic. Lastly, the Fifth Committee asked the Governments of the producing countries to supply the Secretariat as soon as possible with the information it needs for its enquiries into the possibility of a limitation of raw materials; this matter may be considered later at a special conference.

69. A separate problem is that of hemp drugs, which is being studied by the Advisory Committee. The situation was summed up by the Greek delegate, who said that examination of the question had made considerable progress from the medical and chemical standpoints, but much remained to be done in the direction of more efficient regulation of the hemp trade by means of international engagements.

70. A number of delegates gave interesting information concerning measures taken in their countries or overseas possessions to combat the drug habit by means of education. It was pointed out that useful work could be done not only by negative methods such as instruction in the dangers of drug addiction, but also by the positive method of providing other interests and occupations, such as the encouragement of games among the young.

71. During the discussion, Mr. Bapna said that, even prior to the Hague Convention, the Government of India had discharged their obligations under agreements which they had accepted, and since the establishment of the League they had whole-heartedly co-operated with its policy in the matter. He was glad to say that the obstacle which had hitherto prevented the ratification of the Bangkok Agreement by India had now been removed by the passing of the Dangerous Drugs Act in Burma.

72. The Chairman congratulated Mr. Bapna on this information, which is also mentioned in the Committee's Report to the Assembly. In the course of his speech the Chinese delegate expressed his appreciation of the way in which the Government of India were carrying out the agreement between India and China; while the delegate of Iran pointed to this agreement as a model for the agreements which his Government hopes to conclude with the consuming countries of the East.

[Appendix IV (3).]

PENAL AND PENITENTIARY QUESTIONS.

73. The Committee had before it the observations of twenty Governments on the Standard Minimum Rules for the Treatment

of Prisoners, drawn up by the International Penal and Penitentiary Commission and recommended to Governments by a decision of the Fifteenth Assembly. The report submitted by the Government of India stated that the general principles underlying the Standard Minimum Rules were already followed in British India, and that in many respects Indian gaol administration was in advance of their requirements. The report also gave an account of various reforms in penitentiary matters which have recently been effected in India.

74. Nearly every speaker expressed strong reprobation of certain practices relating to the treatment of prisoners which are said to exist in various parts of the world. The Committee's resolution specifies these practices, calls the attention of Governments to them, and expresses the hope that they will be abandoned. Moreover, those Governments which accept the Standard Minimum Rules are asked to give them all possible publicity by means of official publications and otherwise.

75. The Committee noted with satisfaction the recent work of the international bodies which co-operate with the League in penal and penitentiary matters. In particular, importance was attached to investigation into the professional training of prison officers and the scientific examination of prisoners, both of which are being studied by the International Penal and Penitentiary Commission. It was suggested that the question of minimum guarantees for the exercise by an accused person of his right of defence should be examined by the International Bureau for the Unification of Penal Law.

[Appendix IV (4).]

INTERNATIONAL RELIEF UNION.

76. In accordance with a decision by the Assembly, the Report of the International Relief Union for the period July 1933 to December 1934 was added to the Agenda of the Fifth Committee. A resolution proposed by the Venezuelan delegation and adopted by the Committee noted that thirty States had acceded to the Union, congratulated it upon what it had already achieved, and stressed the importance of its work of co-ordinating the efforts of other relief organisations.

77. India has especial reason to be grateful for the work of the Union, since the first two manifestations of international generosity under its auspices have been for relief work in connection with earthquakes in India. In January 1934 the Union contributed £1,000 to the Indian Red Cross for the assistance of the victims of the Bihar earthquake. Again, when the Quetta earthquake occurred in June 1935, the Union rendered invaluable service by circulating to its member States an appeal which met with an extremely generous response from a number of Governments.

78. Sir Denys Bray, who had served for many years in Baluchistan, was entrusted with the task of expressing India's gratitude to the International Relief Union for making this appeal and to the Governments which had so generously responded. His speech, in which he described the appalling catastrophe at Quetta, the sufferings it had caused, and the heroic rescue work which followed, clearly made a profound impression upon the Committee.

[Appendix IV (5).]

SIXTH COMMITTEE.

REFUGEES.

79. The Sixth Committee considered the refugee problem under two heads—the work of the Nansen International Office for Refugees, and the general question of International Assistance to Refugees. It also discussed the settlement of the Assyrians of Iraq, which has been dealt with in paragraphs 53-56 above and, while not a refugee question, may appropriately be referred to again in this section. The report of the Nansen Office for the year ending June 30th, 1935, shews that the Office has within its purview Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish refugees, numbering in all about 1,000,000. The report points out that, with the limited resources of the Office, it is becoming increasingly difficult to assist the ever-increasing number of refugees who have been thrown out of employment by Governments restricting their labour market to their own nationals; that the expulsion of refugees by certain Governments has aggravated the problem; and that it can be solved only by the assimilation of refugees to the nationals of their country of residence, though in present political and economic circumstances there is little hope that naturalisation will be adopted generally as a solution.

80. On the other hand, the report draws attention to the measures taken by certain Governments with a view to finding a solution for the refugee problem, and points to the action of India and France in capitalising their expenditure on refugees as an example to other Governments. This refers to the provision of funds by the Government of India wherewith the Nansen Office was able to settle as colonists in South America some fifty Russians who have taken refuge in India but could not be assimilated.

81. The capitalisation by Governments of their charges for refugee relief was one of the measures recommended in the Committee's resolutions, which were subsequently adopted by the Assembly. Other recommendations included ratification of the

1933 Convention regulating the international status of refugees, adoption of the Nansen stamp system, and the issue of postage stamps surcharged for the benefit of refugee funds. Governments were also urged not to expel refugees unless they had obtained entrance visas for another country.

82. The general question of international assistance to refugees was referred to the Assembly on the initiative of the Norwegian Government, which had submitted to Governments a memorandum contemplating the establishment of a Central Organisation at Geneva, under or within the League, to carry out functions similar to those at present exercised by the Nansen Office, but less restricted as regards the categories of refugees. It was suggested that such an organisation should not involve the League in any greater expenditure on refugees than that which it at present incurs for this purpose.

83. The discussions in the Sixth Committee shewed that the Norwegian proposals were considered humane and opportune. Nevertheless, the League had adopted in 1931 a plan involving the termination of the Nansen Office before the end of 1939; and, though it was recognised that the refugee problem was likely to be recurrent, fear was expressed lest the setting up of a Central Organisation might encourage the creation of a class of permanent refugees relying for their maintenance on the League. The matter was referred to a sub-committee, which came to the conclusion that the whole refugee problem stood in need of further examination, and that the Council should be asked to appoint for this purpose a small expert Committee, which might clear the way for action to be taken by the Council before the next session of the Assembly. Subject to any future decisions, however, it was also recommended that the Committee's investigations should, for political and financial reasons, be limited to the categories of refugees already under the Nansen Office and the High Commissioner for German Refugees in London, and that no new additional expenditure should be incurred without explicit permission from the Assembly. The sub-Committee's recommendations were adopted by the Sixth Committee, and subsequently by the Assembly.

[Appendices V (1) & (2).]

ASSYRIAN SETTLEMENT SCHEME.

84. Lastly, the Committee considered a scheme for the settlement of the Assyrians of Iraq in the Ghab area of the French mandated territories of the Levant, the cost of settlement being shared between the Iraqi Government, the United Kingdom, the authorities of the French mandated territories and the League. Having regard to the exceptional nature of the Assyrian problem and the urgent necessity for its solution, the Committee gave

its approval to the scheme, expressing the opinion that the United Kingdom proposal concerning the financial participation of the League deserved the Assembly's most sympathetic consideration. This proposal, however, which formed a necessary part of the scheme as a whole, had to be dealt with as a financial question and was accordingly referred to the Fourth (Financial) Committee (see paragraphs 53-56 above).

[Appendix V (3).]

INTELLECTUAL CO-OPERATION ORGANISATION.

85. In the course of its discussion under this heading, the Sixth Committee passed in review the many and diverse activities of the League Organisation for Intellectual Co-operation, together with a number of proposals for their extension. An idea of the variety and complexity of the subjects dealt with may be gained from the very full report presented to the Assembly by M. Herriot (France), who is also Chairman of the Governing Body of the International Institute of Intellectual Co-operation in Paris. The Committee's discussion, though long, was very harmonious, and revealed how great is the importance attached to the furtherance of better understanding among the countries of the world by such means as international collaboration among learned men, organised exchanges of ideas between leaders of thought, co-ordinated efforts for the promotion of the spirit of the Covenant through education, and the publication, under the auspices of the Institute of Intellectual Co-operation, of collections of works designed to make known to the whole world the history of a particular civilisation or the lesser-known national literatures.

86. Mr. Bapna emphasised India's deep interest in the important question of intellectual co-operation. She gladly received information on this subject, and it was to be hoped that in the forthcoming reorganisation of education in India the question of international relations and the ideals and activities of the League would be included in curricula throughout India. The new League of Nations Bureau at Bombay was a welcome beginning and he hoped that with increasing co-operation from Indians and increasing support from the League it would accomplish much effective work. He also trusted that literature regarding the League would be more widely available in India in the future.

In his opinion, it was highly desirable that cultural contact should be developed between East and West. The ancient culture of India its contribution to human knowledge in the field of philosophy and religion, which provided an abiding lesson to mankind, was little known in the West. A better understanding of modern India by the West could be realised by a fuller

study of the past culture of India. He recommended the setting up of machinery to ensure such study and the dissemination of accurate information to the people of the West.

87. That the Committee welcomed these suggestions was shewn by the speeches of the Spanish and Chinese delegates: the former urged that, in addition to the proposed collection of works from European regional literatures, a collection of the main works of the great Eastern literatures should not be overlooked, since knowledge of them was indispensable to the modern humanist. In his concluding speech, the Rapporteur promised to bear Mr. Bapna's proposals in mind and to do everything possible in order that they might be fully considered.

88. Of the numerous resolutions adopted by the Committee, only two necessitated applications to the Fourth Committee for the provision of credits in the League Budget for 1936. These were to provide for a meeting of experts to organise collaboration between the Intellectual Co-operation Organisation and the International Council of Scientific Union—so that the League might extend its activities from the humane to the exact sciences; and, secondly, for tours of educationists to study matters relating to League of Nations teaching and international questions.

[Appendix V (4).]

BOLIVIA-PARAGUAY DISPUTE.

89. The dispute between Bolivia and Paraguay was first brought before the League Assembly in 1934, at the request of Bolivia. It had been before the Council, however, since March 1933, and the Chaco Commission, appointed by the Council, had proceeded to the scene of hostilities in November, 1933, and presented its report in May, 1934. In September, 1934, the Assembly resolved that, while there should be no relaxation of efforts to secure a settlement by the conciliation procedure provided for in Article 15, paragraph 3, of the Covenant, steps should forthwith be taken to prepare the report contemplated in paragraph 4 of that Article, on the understanding that the conciliation procedure should remain open until such time as the report was adopted. The Assembly accordingly set up a Committee, consisting of the members of the Council and eight other States. The Resolution provided that if the Committee should succeed in bringing about a settlement by conciliatory means it should publish, on behalf of the Assembly, a statement giving the facts and terms of settlement. If settlement should prove impossible, the Committee would submit to the Assembly the draft report mentioned in Article 15, paragraph 4, of the Covenant.

90. At the request of the Committee, the Assembly met in extraordinary session in November, 1934, and again in May.

1935. At the first of these sessions the Assembly adopted, with certain amendments, the report submitted by the Committee, which contained both a statement of the facts of the dispute, and recommendations concerning the cessation of hostilities, the negotiation of peace, and the prohibition of the supply of arms and war material to the belligerents. In May the Assembly adopted further reports and a Resolution submitted by the Advisory Committee expressing hopes for the success of the peace negotiations which were about to open at Buenos Aires.

91. At the outset of the Sixth Committee's discussion on this subject, M. de Vasconcellos (Portugal), Chairman of the Advisory Committee, gave an account of the situation since the May session of the Assembly. The outstanding event during this period had been the signing on June 12th, by the Foreign Ministers of the two parties, of the Buenos Aires Protocols, which provided for the convocation by the Argentine Government of a Peace Conference, for the immediate despatch of a neutral military commission to the theatre of war, and for the suspension of hostilities as from noon on June 14th.

92. The Protocols also imposed upon both parties an obligation not to purchase war material. This seemed to call for a reconsideration of the arms embargo which numerous Governments, in accordance with the Advisory Committee's recommendation, had imposed upon Paraguay who, unlike Bolivia, had not accepted the recommendations adopted by the Assembly in November, 1934. M. de Vasconcellos, as Chairman of the Advisory Committee, had accordingly pointed out to the Governments which had taken steps to forbid the export of war material that it seemed no longer necessary to make any distinction—even a theoretical one—between the two former belligerents. The Governments concerned had stated in general terms that they agreed, and had made corresponding arrangements.

93. In the discussion which followed, information was given with regard to the situation at the Buenos Aires Peace Conference, which was still in session. It was reported that demobilisation was proceeding according to the agreed plan, which involved the completion of the whole process by September 26th. Difficulties had arisen over the release of prisoners, but they seemed susceptible of solution. The general trend of the discussion was reflected in the Committee's Resolutions, which expressed great satisfaction at the signature of the Protocols of June 12th, congratulated the Governments (*i.e.*, of the Argentine, Chile, Uruguay, Brazil and the United States) represented at the Buenos Aires Conference upon their efforts in the cause of peace, and expressed the earnest hope that these efforts would be successful.

94. The Spanish delegate proposed, and the Committee agreed that the Advisory Committee should remain in being, so that it

might continue to follow the situation. In submitting his report, the Rapporteur (M. de Vasconcellos) emphasised that all the negotiations had been conducted in accordance with the League's recommendations and would be continued under the League's auspices.

[Appendix V (5).]

SLAVERY.

95. The Committee had before it the Report of the Advisory Committee of Experts on Slavery set up in 1932 in consequence of a resolution by the Assembly, which clearly defined its constitution, functions and powers. The first session, held in January 1934, was devoted to the determination of rules of procedure. The real work of the Committee began at its second session, in April 1935. In June the Council recommended that an extraordinary session of the Committee should be held in 1936, and the necessary financial provision was made by the Assembly.

96. In opening the discussion, Lord Cranborne, the United Kingdom delegate, drew attention to the importance of ensuring that the Advisory Committee should not be hampered at its next meeting, as it seemed to have been at its last, by the lack of adequate documentary material. As at present constituted, the Committee could take cognisance only of information supplied to it by Governments, and it was therefore powerless unless Governments responded to the request for information on particular points and would transmit sufficient material. Lord Cranborne added that it would be premature at present to bring forward any proposals for the alteration of the Committee's powers. Such proposals could only be made in the light of experience, but at its next session the Committee should carefully consider how far it was able to perform effective work within the limits of its present rules. If after making such alterations in its rules of procedure as its existing powers permitted, the Committee still found itself too greatly restricted to perform effective work, the mandate which the Assembly had given it might have to be reviewed.

97. The discussion which followed revealed a considerable divergence of opinion on the question of the sufficiency of the Committee's existing powers. While the delegate of Sweden favoured in principle the extension of the Committee's mandate, the French delegate called attention to the dangers involved in any procedure whereby the views of private organisations would be taken into account as against those of Governments, and the Belgian delegate feared that to strengthen the Committee would be contrary to the principles on which the League's organisation was based. The resolution adopted by the Sixth Committee did not therefore touch upon this question, but confined itself to expressing the hope that the Governments concerned would act

on the suggestions and recommendations sent to them by the Council as a result of the Advisory Committee's report, and would communicate the necessary information in order to enable the Committee to perform its task.

98. Speaking on behalf of India, Sir Denys Bray said that obviously the Advisory Committee had conducted its work under difficulties. Nevertheless, he felt that, even if the Advisory Committee's report were its only outcome, the Sixth Committee might well congratulate itself on the part it had played in setting it up.

The report was full of interest and practical value. It contained much of interest for the anthropologist, for the hideous institution of slavery was deep-rooted, not only in the earliest history of man, but in the history of many a civilisation. The mere publication of the report, with the wide publicity that the League could give it, was in itself a notable contribution to the solution of the problem. It was even possible that in publicity might lie the most powerful remedy. The practical suggestions in the report were all the more weighty, because of its temperate tone and disarming candour recognising that even slavery, which at its worst was mankind at its worst, in its later lingering manifestations among backward peoples must not be viewed solely through western spectacles or interpreted in western terms.

He welcomed the recognition in the Report of Islam's constructive contribution to the reform of slavery. Reprobation of slavery was doubtless implicit in all great religions, but not every founder of a religion had given explicit expression to that reprobation or laid down rules for reform.

India, always chary of signing anything she could not carry out to the letter, had been constrained to make a reservation when ratifying the Slavery Convention. This reservation was twofold, over two distinct classes of areas and in relation to two distinct classes of difficulties. On the one hand there were the constitutional difficulties (which still remained) arising out of the relationship of the Government of India to the States in their internal affairs. On the other there were the practical difficulties arising from inaccessible areas on the confines of India cut off by great barriers of nature from all contact with Indian life and administration.

He regretted that the Report had reached his Government too late for him to receive instructions on it. From his firsthand knowledge of the subject, however, he could say that if there were complete analogy—as the Report seemed to suggest—between the Hukawng Valley and the Triangle on the one hand, where slavery had been abolished and no reservation had been made, and those reserved frontier areas on the other, the Government of India would no doubt proceed to clear up the one as they had cleared up the other. But the areas in Burma in which

the Government of India, by expeditions, had been successful in abolishing slavery, were entirely different from the reserved areas—distant, sparsely populated, inaccessible and disease-laden.

Even in the Hukawng Valley and the Triangle the difficulties overcome and the sacrifices made had been great. In the remote border areas the scourge could not be finally cleared without a series of many expeditions spread over many years, and he himself looked rather to their gradual erosion with the slow, inevitable march of civilisation.

[Appendix V (6).]

Acknowledgments.

99. We desire to acknowledge the honour and responsibility which devolved upon us as representatives of India at so important a Session of the Assembly and to express our appreciation of the co-operation we received throughout, especially on the Second and Fourth Committees, from Mr. B. K. Basu as Substitute Delegate.

We could not have discharged our duties without the help of our small but expert staff under Mr. W. D. Tomkins to whom we would express our warm thanks.

(Sd.) AGA KHAN.

DENYS BRAY.

S. M. BAPNA.

11th February, 1936.

APPENDIX.

(The Resolutions proposed by the Committees are marked by a line in the margin, and were adopted in that form, unless otherwise stated.)

I.—First Committee.

(1) *Procedure of the Assembly: Question of the Maintenance of the Rules temporarily adopted in 1933.*

The First Committee has considered the question whether the Assembly should adopt as a permanent part of its Rules of Procedure the two rules which, by its resolution of October 11th, 1933, it put in force, as an experiment only, for the session of 1934. These rules provided respectively :

- (a) For the possibility of the Finance Committee (Fourth Committee) being convened before the opening of the session; and
- (b) For the adoption without debate, at plenary sessions of the Assembly, of reports of Committees which the Committees had unanimously declared suitable for this procedure, and the discussion of which was not demanded subsequently by any delegation.

The procedure created by the first-mentioned rule has not been used. The First Committee feels that more time is necessary for judging as to the utility of this rule. It accordingly recommends that it should be maintained for the year 1936, leaving the Assembly to take a final decision at its next session.

The advantages of the second rule, on the other hand, have been sufficiently demonstrated by the experience of the session of 1934. The Committee recommends, therefore, that it should be inserted in the Rules of Procedure of the Assembly.

The Committee, in accordance with the second rule, has unanimously declared that it does not consider a discussion of the present report in plenary session of the Assembly to be necessary.

The Committee submits the following draft resolution for adoption by the Assembly :-

“The Assembly decides as follows.

“1. The rule relating to the convening of the Finance (Fourth) Committee, established as an experiment by the Assembly’s resolution of October 11th, 1933, shall be maintained for the session of 1936—namely :

“The President of the Council, after consulting the Chairman of the Supervisory Commission, may convene the Finance Committee for a date preceding by not more than one week the first meeting of the ordinary session of the Assembly. The Committee shall be composed of the representatives accredited for the purpose by the Members of the League. It shall appoint its Chairman, who shall thereby become a member of the General Committee of

the Assembly under the terms of Article 7 of the Rules of Procedure. The establishment of the Committee shall be reported to the Assembly at the first plenary meeting of the Assembly.

2. The Rules of Procedure of the Assembly are amended by the insertion of a new Rule 14 (a), reading as follows:

"Rule 14 (a).

"(i) When the reports and resolutions submitted by the various Committees of the Assembly are brought up for adoption in plenary session, the President, in the cases indicated below, shall read the titles of the reports and put forthwith to the vote the resolutions which are proposed.

"(ii) The procedure provided for in paragraph (i) shall only apply in cases where the Committee has unanimously declared that it does not consider a discussion of the report in plenary session to be necessary and where no delegation has subsequently asked the President to open a discussion on the report. The report must be circulated to the delegations twenty-four hours before it is brought up in plenary session."

(Adopted, 24th September 1935.)

(2) Proposed amendments to the Rules of Procedure of the Assembly.

On a proposal from the Bureau, the Assembly referred to the First Committee a note by the Secretary-General which suggested certain amendments in Article 7 of the Assembly's Rules of Procedure. The chief object of these amendments was to make the first delegates of the permanent Members of the Council *ex-officio* members of the General Committee and to give an official existence to the Agenda Committee?

The French delegation proposed a text which was in accord with the views expressed in the secretary-General's draft?

During the debate on this subject, the Norwegian delegation placed before the Committee a proposal for a committee for nomination of candidates, whose function was to be to facilitate arrangements for elections at the commencement of each Assembly, without, however, imposing any restrictions on the Assembly's freedom of action.

After a full discussion, the Committee found that questions of principle had been raised and, furthermore, that the details of the contemplated changes would require careful examination.

On the proposal of the Spanish and Polish delegations, the Committee decided, by twenty votes to ten and two abstentions, to advise the Assembly to adjourn the question to its next session. In the interval, the Governments would have time to study the problems raised in the discussion in the First Committee, with a view to arriving next year at a practical result.

Accordingly, the First Committee submits the following draft resolution for adoption by the Assembly:

¹ I Document A.49.1935.V (see Annex).

² I Document A.I/17.1935 (see Annex).

DRAFT RESOLUTION.

"The Assembly adjourns to its ordinary session of 1936 the examination of the proposals contained in the three documents A.49.1935.V., A.I/17.1935 and A. I/18. 1935."

(Adopted, 28th September 1935.)

ANNEX.

PROPOSED AMENDMENTS TO THE RULES OF PROCEDURE OF THE ASSEMBLY.

A. DRAFT AMENDMENTS DRAWN UP BY THE SECRETARIAT (document A.49.1935.V.).

*Rule 7.**Present Text.**Draft Amended Text.*

1. The officers of the Assembly shall consist of a President and of six Vice-Presidents, together with the Chairmen of the main Committees of the Assembly, who shall be *ex-officio* Vice-Presidents of the Assembly. These officers shall form the General Committee.

1. The officers of the Assembly shall consist of a President, of . . . Vice-Presidents, and of the Chairmen of the main Committees provided for by Rule 14 and of the Agenda Committee, together with the first delegate of each of the permanent Members of the Council.

The Assembly may decide to elect to the General Committee the Chairmen of other Assembly Committees and, in exceptional cases, other members.

2. The President shall be elected at the beginning of each session.

No change.

3. Until the election of the President, the President of the Council shall act as President of the Assembly.

No change.

4. The election of the Vice-Presidents shall take place at one of the early meetings of the session.

No change.

Rule 7a (New).

1. An Agenda Committee shall be set up at the beginning of each session. It shall consist of seven members, who shall be appointed by the Assembly on the nomination of the President.
2. The Committee shall elect its own Chairman.
3. The Committee shall consider applications for the inclusion of new questions in the agenda of the Assembly, and shall report to the Assembly thereon.
4. Proposals for the mere reference to one of the main Committees of portions of the Report on the Work of the League shall be decided upon by the Assembly without previous reference to the Agenda Committee.

B. DRAFT AMENDMENTS PROPOSED BY THE FRENCH DELEGATION (document A.I/17.1935).*Rule 7.*

1. The General Committee of the Assembly shall consist of a President and of . . . Vice-Presidents, together with the Chairmen of the main Committees of the Assembly and of the Agenda Committee, who shall be *ex-officio* Vice-Presidents of the Assembly.

The first delegate of each permanent Member of the Council, which is not already represented in some other manner, shall be *ex-officio* a member of the General Committee.

The Assembly may decide to elect to the General Committee the Chairmen of other Assembly Committees and, in exceptional cases, other members.

C. DRAFT AMENDMENTS PROPOSED BY THE NORWEGIAN DELEGATION (document A.I/18. 1935.)*Rule 7b.*

1. At the end of each ordinary session, the Assembly shall appoint a committee of seven members whose duty shall be to nominate at the next ordinary session candidates for the elections provided for in Rules (5), 7 and 7a.
2. In the election of this committee, the voting-tickets shall be inscribed: "First delegate of . . .", and not with the names of persons.
3. The committee for nomination of candidates shall meet two days before the opening of each ordinary session of the Assembly. It shall receive all proposals for or nominations of candidates and draw up in its absolute discretion lists of candidates for each of the elections above mentioned. These lists shall contain (at least) twice as many names as there are posts to be filled.
4. The Members of the Assembly shall retain the right to vote for persons other than those proposed by the committee.

(3) *Nationality of women: Convention on the Nationality of Women concluded on December 26th, 1933, at the Conference of American States at Montevideo.*

The First Committee devoted three meetings to the discussion of the question of the nationality of women. The Committee had the advantage of being in possession of very full information as to the views of the women's international organisations on the subject [see documents A.19, 19(a) and 19(b).1935.V].

A large number of delegations took part in the debate, which resulted in the adoption of the draft resolution reproduced below.

As was the case when the Assembly considered this question before, a wide variety of opinions was expressed in the Committee on the principle of equality of the sexes in the matter of nationality. This principle was formulated in the following terms in Article 1 of the Montevideo Treaty of 1933: "There shall be no distinction based on sex as regards nationality in their legislation or in their practice".

A large number of delegations accepted and upheld the principle of the equal treatment of the sexes. The delegations of the Union of Soviet Socialist Republics, Chile, China, Cuba, Mexico, the States of the Little Entente, Norway, Sweden, Turkey and Uruguay were anxious that it should be stated in the present report that they expressed themselves in favour of this principle.

Certain delegations intimated that their Governments could not accept the principle that the nationality of a married woman should be independent of that of her husband. They referred, in particular, to the effects that a difference of nationality between husband and wife might have on the unity of the family, and on the wife's civil rights and her position in time of war.

Some delegates expressed the view that the equality of the sexes in the matter of nationality will not necessarily have the effect of giving husband and wife different nationalities; freedom to choose a nationality will not prevent maintenance of unity of nationality and of moral unity within the family. The delegate of France said that his country was moving in the direction of equality of the sexes in the matter of nationality with the same preoccupation in regard to the unity of the family. It was also argued that the adoption of the principle of equality would improve the position of married women in time of war.

An intermediate attitude was adopted by several delegations which said that their Governments did not think that any further action in the direction of equality of the sexes with regard to nationality going beyond the provisions of the Convention signed at The Hague in 1930 was possible at the present time, owing to the wide differences of opinion at present prevailing. Several speakers emphasised the value of that Convention and urged the importance of bringing it into force at an early date.

In these circumstances, the resolution concerning the nationality of women drawn up by the First Committee necessarily had the character of a compromise.

The Committee proposes that the Assembly should adopt the following resolution:

DRAFT RESOLUTION.

"The Assembly,

"After study of the item of its agenda, 'Nationality of Women: Convention on the Nationality of Women concluded on December 26th, 1933, at the Conference of American States at Montevideo';

"Recalling its resolutions of October 12th, 1932, and October 11th, 1933, by which it requested the Governments to give information as to the effect which they have found it possible to give to Recommendation VI of the Hague Codification Conference of 1930;

"Recalling its resolution of October 10th, 1932, regarding the collaboration of women with the League of Nations;

"Considering that the collaboration of women is particularly desirable in the study of matters which specially concern them;

"Conscious of the importance of the subject:

"(1) Remarks with interest the achievement accomplished by the American States in drawing up a Convention in accordance with Recommendation VI of the Conference of The Hague of 1930;

"(2) Draws the attention of the Members of the League of Nations to the fact that the Montevideo Convention is open to the accession of all States;

"(3) Thanks to the women's international associations for the assistance which they have rendered and will render to the League of Nations in this field;

"(4) Renews its recommendation that the States which have signed the Hague Convention of 1930 will deposit their ratifications at an early date;

"(5) Requests the Council to continue to follow the development of this important problem, both in the national and in the international field, in order to determine when such development has reached a point at which further concerted international action would be justified."

(Adopted, 27th September 1935.)

(4) *Status of women.*

The question of the status of women was placed on the Assembly's agenda as the result of a communication dated September 26th, 1934, from a number of delegations to the President of the fifteenth session of the Assembly (document A.8.1935.V). The communication called

attention, in particular, to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by the representatives of Uruguay, Paraguay, Ecuador and Cuba, and open to the accession of all States, the first article of which reads as follows:

"The contracting States agree that, upon the ratification of this Treaty, men and women shall have equal rights throughout the territory subject to their respective jurisdictions."

The first Committee had before it an expression of the views of the women's international organisations and a considerable amount of information was furnished by these organisations in regard to the legal position of women under the laws of various countries.

The Committee considered that the question of the legal equality of the sexes as raised by the Treaty of Montevideo could be conveniently discussed under two heads -- namely, (1) the political and civil status of women and (2) the status of women as regards conditions of employment. It was suggested that the question of the status of women as regards conditions of employment should be treated as falling within the sphere of action of the International Labour Organisation. M. Maurette, of the International Labour Office, attended and explained the constitutional position of the International Labour Organisation in the matter. He referred to the competency of the International Labour Organisation under Part XIII of the Treaty of Versailles with regard to matters relating to conditions of employment. M. Maurette made it clear that it was open to any country represented on the Governing Body of the International Labour Office to submit the question of the status of women under national laws relating to conditions of employment to the Governing Body at any time. With regard to this part of the subject, therefore, the Committee has confined itself to expressing the hope that the International Labour Organisation will examine the problem in accordance with its normal procedure.

A number of delegations accepted and supported the principle of the Montevideo Treaty. Other delegations thought that, while Governments might accept the principle of equality generally, they would not be disposed to apply that principle in connection with any particular subject matter without a prior examination of the effect of its application as regards that subject matter. The majority of delegations agreed that the question of the political and civil status of women should be referred to Governments for their observations. The Italian and Swiss delegations expressed the opinion that the matter fell within the exclusive jurisdiction of each State and was accordingly outside the scope of the functions of the League of Nations. The Netherlands delegation did not consider that, at the present moment, the matter fell within the scope of the functions of the League.

It was suggested by the Belgian delegation that, since the acquisition of equal rights with men could be of advantage to women only to the extent to which the rights which they wish to exercise were already enjoyed by men, the question of the civil and political rights of women should not be discussed except as part of the larger subject of the rights of the individual human being. A draft resolution was proposed by the Belgian delegation, expressing (a) the hope that the economic question may be examined by the International Labour Organisation and (b) the opinion that the question of equality of civil and political rights can advantageously be examined by the League of

Nations when the latter has before it the question of the rights of man and of the citizen. The Belgian proposal was defeated by twenty-five votes to two.

As the result of the discussion, the Committee, by thirty votes against one (with four abstentions), approved the resolution set out below. The resolution represents the agreement of the Committee that the question of the political and civil status of women be referred by the Secretary-General to the Governments for their observations, including observations as to the action which, in their view, the League might take in the matter, and that the Governments be requested to supply to the Secretary-General, together with their observations, information as to the existing political and civil status of women under their respective national laws. The resolution recommends that the international organisations of women should continue their study of the whole question of the political and civil status of women; and it requests that the observations and information to be communicated by the Governments and by the women's international organisations be sent to the Secretary-General with a view to further consideration by the League of Nations. The resolution finally expresses the hope that the International Labour Organisation will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of sex equality under labour legislation, with particular reference to existing sex discriminations which may be detrimental to women's right to work.

The delegation of the Union of Soviet Socialist Republics requested that the following declaration be inserted in the Committee's report:

"Since, in the Union of Soviet Socialist Republics, women enjoy in fact and in law the most complete equality in all fields, political, legal and economic, without prejudice always to the highly developed Soviet legislation for the protection of women and children, of the working woman and of the mother and her child, and seeing that equality between the sexes is a principle of the policy of the Union of Soviet Socialist Republics, the Soviet delegation, while voting for the resolution, considers it as merely the commencement of the action which the Soviet delegation would like to see the League undertake for the realisation of the principle of the equality of women in all fields."

The Committee submits the following resolution for adoption by the Assembly:

DRAFT RESOLUTION.

"The Assembly,

"Noting that the question of the status of women was placed on the agenda of the present session for examination, at the instance of a number of delegations, with particular reference to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by representatives of the Governments of Cuba, Ecuador, Paraguay and Uruguay;

"Considering that the terms of the Equal Rights Treaty should be examined in relation to the existing political, civil and economic status of women under the laws of the countries of the world;

"Recognising that the question of conditions of employment, whether of men or women, is a matter which properly falls within the sphere of the International Labour Organisation:

- "(1) Decides that the question of the political and civil status of women shall be referred by the Secretary-General to the Governments for their observations, including observations as to the action which in their view the League might take in this matter, and that the Governments shall be requested to supply to the Secretary-General, together with their observations, information as to the existing political and civil status of women under their respective national laws,
- "(2) Recommends that the women's international organisations should continue their study of the whole question of the political and civil status of women;
- "(3) Requests that the observations and information communicated by the Governments and the statements of the said international organisations shall be sent to the Secretary-General for consideration by the Assembly of the League of Nations at a subsequent session;
- "(4) Expresses the hope that the International Labour Organisation will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of equality under labour legislation—and that it will, in the first place, examine the question of legislation which effects discriminations, some of which may be detrimental to women's right to work."

(Adopted, 27th September 1935.)

(5) *Conditions of voting on requests for advisory opinions addressed to the permanent court of International Justice.*

The Assembly adopted the following resolution at its ninth session in 1928:

"The Assembly,

"Noting the divergences of opinion which exist as regards the requirements for voting in the Council or Assembly a resolution requesting an advisory opinion from the Permanent Court of International Justice:

"Expresses the desire that, when circumstances permit, the Council may have a study made of the question whether the Council or the Assembly may, by a simple majority, ask for an advisory opinion within the meaning of Article 34 of the Covenant of the League of Nations."

No effect was given to this recommendation. On various occasions, the Council, when it was proposed to ask for the Court's advisory opinion on certain questions, again encountered divergences of opinion among its members regarding the conditions of voting on such requests. It has never settled this difficulty. In practice, it has only applied to the Court when its members were unanimous in wishing to do so.

It may be observed, however, that the number of requests for advisory opinions sent to the Court has greatly declined since 1928. Whereas they amounted to twenty-five, for the period 1921-1932, there was only one for the period 1933-1935.¹ Certain Governments have regarded this circumstance as an aggravated consequence of the unanimity rule observed, in practice, by the Council.

At the same time, they felt anxiety as to the risk to the legal security of the States concerned which might, in certain cases, arise from resort to the opinion of committees of jurists of variable composition not bound by any rules of procedure.

These considerations led the delegations of Belgium, the Netherlands, Norway, Sweden and Switzerland to revive the recommendation voted by the Assembly in 1928.

Their initial proposal was, on the one hand, to ask the Council to give effect to the recommendation of 1928, and, on the other hand to recommend, that, if the Council remained divided on this question of principle, it should submit this point itself for an opinion to the Permanent Court of International Justice.

* * *

The first part of this recommendation aroused little opposition; when put to the vote, it was adopted unanimously in a modified form.

There is no occasion to summarise here the discussion which took place in the First Committee on the substance of the question—namely, the interpretation to be placed on the Covenant. Suffice it to say that, apart from the supporters of the majority vote and those of the unanimous vote, certain members of the Committee adopted an intermediate position.²

In order to allow the Council also to consider this intermediate solution favoured by certain members, the Committee thought it advisable to define the subject of the study already asked for in 1928 in wider terms.

¹ Since the submission of the proposal, the Council decided on September 23rd, 1935, to ask the Court for an advisory opinion on a question connected with the Statute of Danzig.

² To their minds, the conditions of voting on requests for advisory opinions differ according to whether the opinion for which the Court is asked is or is not decisive for the solution of the question under discussion by the Council or the Assembly in regard to which the opinion is requested. Whereas a majority might suffice if it is not of this character, any request for an opinion which would be decisive as regards the substance of the question would require the same conditions of voting as the subject under discussion—i.e., unanimity or unanimity not counting the parties to the dispute (Article 15, paragraph 6, of the Covenant) or, exceptionally, some special majorities (e.g., Rhine Pact, Article 8, Minorities Treaties, etc.).

It appears superfluous to comment in detail on the wording finally adopted by the Committee. It will be sufficient to note, in order to preclude any tendentious interpretation, that, in deciding on the text of the attached recommendation, the Committee did not pronounce directly or indirectly on the substance of the problem, or, in other words, that none of the delegates who voted for this text intended to pronounce for or against any of the views put forward during the discussion. Still less did the Committee examine what grounds of expediency or desirability might, in particular cases, indicate some particular method of obtaining advice (Legal Section of the Secretariat, a committee of jurists, etc.). This is a matter which should be left entirely to the discretion of the Council or the Assembly.

Subject to this reservation, the Committee hopes that the Minutes of the the debates which took place regarding this question can be usefully consulted when the proposed study is undertaken.

The second part of the initial proposal had a less happy fate. The intention was to invite the Council, should it be unable to reach unanimous conclusions on the study of the question, to ask the Permanent Court of International Justice itself for an advisory opinion on the interpretation to be placed on the relevant provisions of the Covenant. This suggestion encountered lively opposition; not only was the binding nature of an opinion thus obtained denied, but the view was expressed—although immediately opposed—that the Permanent Court of International Justice could not decide on a question thus submitted to it in an abstract and general way and not in connection with a concrete case.

A proposal put forward in the Drafting Committee that provision should be made for both types of consultation, the general and the particular—i.e., that relating to the concrete case in which the difficulty arose—also encountered weaker but nevertheless tenacious resistance.

In view of this situation, the opinion prevailed that it was unnecessary to provide for the eventuality of the Council, after attempting to solve the problem, finding that it was unable to reach any conclusion.

On second thoughts, so pessimistic a supposition might be regarded as not very encouraging as regards the application of the first part of the recommendation asking that a study should be undertaken.

In these circumstances, the Committee unanimously decided in favour of postponing the examination of the eventuality in question and of the solutions proposed to remedy it.

It relies on the Council to take the necessary action, the five delegations authors of the proposal reserving the right to call for a fresh examination of the question if, contrary to their expectation, no progress is made towards its solution.

The Committee submits the following draft resolution for adoption by the Assembly:

DRAFT RESOLUTION.

"The Assembly,

"Whereas by its resolution of September 24th, 1928, it expressed the desire that the Council, when circumstances permitted, would have a study made of the question whether the

Council or the Assembly may, by a simple majority, ask for an advisory opinion within the meaning of Article 14 of the Covenant of the League of Nations;

"Observing that such a study has not yet been made and that uncertainty on the matter still persists and may have contributed to diminish the activity of the Permanent Court of International Justice;

"Considering that it is desirable for the security of the legal rights of Members of the League of Nations that, in cases where it appears indispensable for the accomplishment of the task of the Council or the Assembly that advice should be obtained on some point of law, such advice should, as a general rule, be requested from the Permanent Court of International Justice:

"Expresses the desire that the Council will examine the question in what circumstances and subject to what conditions an advisory opinion may be requested under Article 14 of the Covenant."

(Adopted, 28th Sept. 1935.)

(6) *International Institute at Rome for the unification of Private Law.*

The International Institute at Rome for the Unification of Private Law was established and is maintained by the Italian Government in accordance with the generous offer which that Government made to the League in 1924 and the agreements reached with the Council in 1926. It was not, however, until 1927 that the Governing Body was appointed by the Council of the League and its inaugural meeting was held on May 30th, 1928. Since that date, the work of the Institute has been brought to the knowledge of the Members of the League and the Assembly by its own annual reports and by the accounts of its activities given in the successive reports on the work of the League. League organisations such as the Organisation for Intellectual Co-operation, the Committee for the Protection of Women and Children and the Economic Committee have frequently profited by the collaboration of the Institute. The present is, however, the first occasion on which any discussion regarding its work has taken place in the Assembly.

The First Committee is grateful to the Italian delegation for having given it the opportunity of taking cognisance of the work of the Institute and of expressing in the resolution which it submits for adoption by the Assembly the appreciation which this work so highly deserves.

The object for which the Institute has been created is to overcome, by a special method, the disadvantages which result from the diversity of legal rules and legal principles in force in the various countries. Its object is not to deal with the problems of conflict of laws which remain within the competence of the private international law conferences of The Hague. Its efforts are directed towards the establishment in the different countries, so far as is practicable and desirable, of uniform principles and rules of law; in a sense, it is endeavouring to make good the disappearance of the universal rules which once resulted from the general acceptance of Roman law. As may be seen from the part of this year's report on the League's work which relates to the Institute, the aims and the methods of the Institute are essentially practical. Its policy is to take up only those questions the solution

of which is of immediate interest and which at the same time may be regarded as ripe for uniform regulation. In dealing with these questions, the Institute finds its work upon the collection of full documentary material exemplifying the views taken by various legislations and upon existing commercial custom: it seeks from all this material to disengage basic principles suitable for general acceptance, and it frames its final proposals with the assistance of distinguished jurists representing the more important schools and currents of legal opinion.

The present is a suitable occasion for consideration of the Institute's work by the Assembly, since, as a result of the laborious but thorough methods which have been described, it has just submitted to the Council, and the Council has presented to the Governments for their observations, the first two preliminary draft uniform laws which it has elaborated, relating respectively to the sale of movable property and the responsibilities of hotel-keepers. The object of these draft laws is to facilitate international economic and commercial relations by providing them with a firmer legal basis. The Committee proposes that the Assembly should invite the Governments to give them early and favourable consideration.

The Committee's attention was also called to the fact that the Institute has accomplished an important piece of work by carrying through the preparatory work for drafting a law relating to the unification of the procedure of arbitration under private law, and is working upon two further questions—namely, the conclusion of contracts between absent persons and the civil responsibility of automobilists.

The Committee also noted the information given in the report on the League's work regarding the collaboration of the Institute in the matter of intellectual rights and the assistance which it has given to various League organisations.

The Committee submits the following draft resolution for adoption by the Assembly:

DRAFT RESOLUTION.

- “The Assembly,
- “Having examined the part of the Secretary-General's report relating to the work of the International Institute at Rome for the Unification of Private Law (document A.6(a).1935);
- “Taking into consideration the international draft law of sale and the draft uniform law on the responsibility of hotel-keepers, which have been presented by the Institute to the Council and which the Council, by a resolution of January 14th, 1935, has transmitted to the Governments for their observations:
- “Notes with satisfaction the work already accomplished and the method of work followed by the Institute, and congratulates it;
- “And, considering that the object of the above-mentioned draft laws is to facilitate international economic and commercial relations by providing them with a firmer legal basis:
- “Recognises the interest which their adoption, with such modifications as it may eventually appear desirable to make in them as the result of the replies of the Governments, would present;

"And draws the attention of the Governments to the desirability of giving early and favourable consideration to the two draft laws."

(Adopted, 28th Sept. 1935.)

(7) *Entry into force of the amendments to the Statute of the Permanent Court of International Justice.*

On the Swiss delegation's proposal, the Assembly adopted the following resolution on September 12th:

"The Assembly,

"Whereas the amendments to the Statute of the Permanent Court of International Justice adopted in 1929 have not yet come into force;

"Whereas in the resolution which it adopted in 1932, the Assembly stressed the importance which it attaches to the prompt entry into force of these amendments:

"Decides to refer to the First Committee the passage in the Supplementary Report on the Work of the League dealing with this question (page 64);

"Requests the First Committee to consider what steps can be taken to remedy this situation."

Before relating the effect given to this resolution by the First Committee, it will be well to describe briefly the situation with which the Assembly is faced.

The Protocol concerning the revision of the Statute of the Permanent Court of International Justice, dated September 14th, 1929, contains the following provisions regarding its entry into force:

"3. The present Protocol shall be ratified. The instruments of ratification shall be deposited, if possible, before September 1st, 1930, with the Secretary-General of the League of Nations, who shall inform the Members of the League of Nations and the States mentioned in the Annex to the Covenant.

"4. The present Protocol shall enter into force on September 1st, 1930, provided that the Council of the League of Nations has satisfied itself that those Members of the League of Nations and States mentioned in the Annex to the Covenant which have ratified the Protocol of December 16, 1920, and whose ratification of the present Protocol has not been received by that date, have no objection to the coming into force of the amendments to the Statute of the Court which are annexed to the present Protocol.

"7. For the purposes of the present Protocol, the United States of America shall be in the same position as a State which has ratified the Protocol of December 16th, 1920."

On September 1st, 1930, the condition laid down in Article 4—namely, that the States parties to the Protocol of December 16th, 1920, should have ratified the Protocol of Revision or should have assured the Council that they had no objection to the coming into force of the amendments—not having been fulfilled, the Protocol could not come into force. This removed the reason militating in favour of

the immediate entry into force of the Protocol, which was that it would be desirable for the new Statute to be adopted before the general renewal of the judges of the Permanent Court of International Justice which took place in September 1930.

Nevertheless, the Assembly did not lose sight of the advantage of the amendments to the Statute entering into force as soon as possible. Thus, on September 25th, 1930, it expressed the hope that the States which had not so far ratified the Protocol of amendment would proceed as soon as possible to ratify that Protocol. The Assembly repeated this wish on September 20th, 1931, and on October 14th, 1932, it addressed an urgent appeal to the States which had not yet ratified the Protocol asking them that if "they should consider that peremptory reasons prevented them from ratifying the Protocol", they should "inform the Secretary-General without delay of the nature of those reasons."

At present, with the exception of Brazil, Panama and Peru, all the States parties to the Protocol of December 16th, 1920, have ratified the Protocol of Revision. The three States mentioned above have signified that they will soon be in a position to deposit their instruments of ratification.

As regards the United States of America, whose position is referred to in Article 7 of the Protocol of September 14th, 1929, and which ratified neither the Protocol of Revision nor the Protocol concerning their accession to the Statute of the Court, they stated, on June 25th, 1930, that they would raise no objection "to the coming into force between such nations as may have become parties thereto of the amendments to the Statute of the Permanent Court of International Justice".

It would appear that in these circumstances there should no longer be any obstacles to the putting into force of the Protocol of amendment, which would strengthen the administration of international justice by substituting a final regime for the provisional regime provided for in the Assembly resolution of September 25th, 1930. The Swiss delegation accordingly laid before the First Committee a draft resolution "greatly hoping that the last ratifications upon which the entry into force of the amended Statute depends will soon be deposited, so as to bring finally into operation a reform the utility of which has been generally recognised since 1929".

This draft met with a favourable reception in the Committee. Certain delegations, nevertheless, suggested that, as the three countries whose ratifications were awaited clearly had no longer any objection to the putting into force of the Protocol of September 14th, 1929, it might be preferable to save time, to put this Protocol into force at a date to be agreed upon.

To this proposal it was objected that, as for years past the three countries in question had been urged to deposit their instruments of ratification, it would be somewhat difficult to modify suddenly the procedure hitherto followed. The Committee finally decided upon an intermediate solution, under which the Protocol will enter into force in February 1st, 1936, even if the three missing instruments of ratification have not been deposited at Geneva by that date, on condition, however, that the three States concerned make no objection to the proposed expeditious procedure.

In virtue of the resolution proposed, the text of which is given below, it will be for the Council to take the necessary steps to put the Protocol into force on February 1st, 1936. Of course, if the States

mentioned above have all deposited their instruments of ratification at an earlier date, the Protocol will enter into force sooner, and the Council will not have to intervene.

The date of February 1st has been fixed in consideration of the fact that this is the date of the opening of the ordinary session during which the Court will probably undertake the second reading of a revised draft of its Rules.

In the course of discussion, certain delegations emphasised the importance of Conventions concluded with the assent of every State not being allowed to remain a dead letter owing to the absence of the necessary ratifications. They emphasised the injustice of the wishes of a great majority of States desiring to establish certain legal rules between them being paralysed by a small minority. It would seem desirable for certain precautions to be taken in the future to prevent the recurrence of such situations, which are liable to injure the legitimate interests of the community and are harmful to the authority of the League of Nations. These observations undoubtedly expressed the feeling of a large number of delegations.

The Committee was unanimous in declaring that it did not think it necessary for the present report to be discussed at a plenary meeting of the Assembly.

DRAFT RESOLUTION.

"The Assembly,

"Referring to its resolution of October 14th, 1932, by which it addressed an urgent appeal to the States concerned to ratify as soon as possible the Protocol of September 14th, 1929, concerning the Revision of the Statute of the Permanent Court of International Justice;

"Recalling further that since January 1st, 1931, and pending the entry into force of the above Protocol, the Court has continued to work under the provisional system set up by the Assembly's resolutions of September 25th, 1930;

"Considering it to be in the interests of good administration of international justice and of the part which the Court should play in the life of the nations that the Court should be organised upon a definitive basis;

"Observing with satisfaction that the Protocol of September 14th, 1929, has been ratified by almost all the States whose ratification is necessary to bring it into force and that all the instruments of ratification except three have been deposited;

"Recalling that Articles 4 and 35 of the Statute as amended by the Protocol of September 14th, 1929, enable the organs of the League of Nations to regularise in an equitable manner the situation, in regard to the election of members of the Court, of States which, having signed and ratified the Statute, are not members of the League of Nations;

"Considering that, according to the information before the Assembly, the States whose ratifications are necessary have indicated an intention to ratify.

"Observing accordingly that the entry into force of the Protocol of September 14th, 1929, seems no longer to encounter any difficulty;

"Being anxious to accelerate as much as possible the introduction of a reform the utility of which has been generally recognised since 1929:

"Requests the Council to take the necessary measures to put the Protocol into force on February 1st, 1936, if the last instruments of ratification have not been deposited before that date, and on condition that the States which have not already ratified have not in the meanwhile made objection to the contemplated procedure;

"Instructs the Secretary-General to communicate the present resolution to the Governments of the States concerned."

(Adopted, 27th Sept. 1935.)

(8) Relations between the League of Nations and the Pan-American Union.

In accordance with the request submitted by the Colombian delegation to the fifteenth session of the Assembly and in virtue of the Assembly's decision of September 27th, 1934, the question of the relations between the League of Nations and the Pan-American Union appears on the agenda of the present session and has been considered by the First Committee (document A.24.1935.XII).

The Committee unanimously emphasised the great interest attaching to the Colombian proposal, which aims at instituting a study of the most suitable methods of co-operation between the League of Nations and the Pan-American Union. Without wishing to enter immediately into the substance of the question, the Committee recognised that, despite the different character of the two institutions in respect of their origin, their legal nature and their duties, affinities exist between them, since they both aim at promoting pacific co-operation. Consequently, the establishment of closer bonds of co-operation between them might prove fruitful in certain spheres of their respective activities. In this connection, the delegates of the Argentine Republic and of the United States of Mexico have stressed the non-political character of the Pan-American Union as shown by the Havana Convention of February 18th, 1928, Article 6, paragraph 1, of which reads as follows:

"Both the Governing Board and the Pan-American Union shall discharge the duties assigned by this Convention, subject to the condition that they shall not exercise functions of a political character."

The First Committee also took note of a resolution adopted at the seventh Pan-American Conference at Montevideo in 1933, under which a study of the activities and methods of co-operation of the Pan-American organisation with non-American States and bodies should be undertaken with a view to the consideration of this question at the eighth Pan-American Conference, which is to meet at Lima. In the opinion of some American delegations, the Conference will, on that occasion, be called upon to consider the relations between the League of Nations and the Pan-American Union.

In view of the above, the Committee has endorsed the view of the delegates of various American States and considers that it is necessary to await the outcome of the work undertaken by the Pan-American

Union before proceeding to a more detailed examination of the Colombian proposal. It considered it advisable, however, that such relations as may prove desirable should be maintained between the Secretary-General of the League of Nations and the Director-General of the Pan-American Union.

The First Committee consequently submits the following draft resolution to the Assembly:

"The Assembly,

"Honouring the high ideal of international co-operation which inspired the Colombian proposal as to relations between the League of Nations and the Pan-American Union:

"Reserves the right to examine this proposal when it has learnt the outcome of the studies recommended by the seventh Pan-American Conference in a resolution concerning the relations of Pan-American bodies to other organisations;

"And authorises forthwith the Secretary-General to maintain such relations for mutual information with the Director-General of the Pan-American Union as may prove desirable."

(Adopted, 28th Sept. 1935.)

II.—Second Committee.

(1) *Work of the Organisation for Communications and Transit.*

The various activities of the Organisation for Communications and Transit since the fifteenth ordinary session of the Assembly have furnished a wealth of information on the most varied subjects, to which attention should be drawn on account of its value:

- (1) As a reserve of material on which to draw in future;
- (2) As showing the interest which appears to be taken in the subjects in question in the countries consulted.

The work of the Organisation further served to effect a settlement of two disputes which had arisen in connection with the reorganisation of the railways of the former Austro-Hungarian monarchy. One of these questions was finally settled, and the other is approaching settlement.

In the matter of communications and transit proper, the permanent Committees have cleared the ground of the subject-matter, which is varied and often somewhat difficult, particularly in connection with the question of signals on roads and communications in general, road-accident statistics, frontier traffic by rail, and Customs exemption for fuels in connection with air traffic. Some of these questions have been brought to a point at which it is possible to consider the immediate possibility of concluding international agreements, while discussion of others has contributed additional information which will be of use in the continuation of the work begun.

Almost all countries have declared their readiness to concur in the arrangements required to ensure the communications which are of concern to the League in times of emergency.

Of the whole body of questions with which the Organisation for Communications and Transit deals, special reference ought to be made to the problem of the pollution of the sea by oil and the question of national public works.

The Second Committee of the Assembly of 1934 in its report invited the Organisation for Communications and Transit to undertake an enquiry with a view to collecting preliminary information on which to proceed to a thorough study of the pollution of the sea by oil, the damage done in this connection having engaged the serious attention of the great maritime countries to such a point that His Britannic Majesty's Government was prepared to accept any and every international project calculated to remedy the evil. The representatives of Italy, Canada, India, the Argentine Republic and Cuba made similar statements.

The Chairman of the Advisory and Technical Committee for Communications and Transit then applied to experts of a number of countries, who met at Geneva in November 1934. The Committee of Experts having completed its labours, the Organisation for Communications and Transit embodied in a memorandum the recommendation that an international convention be concluded to reduce the effects of oil pollution to a minimum. The Council agreed in principle to this proposal and authorised the Organisation to take the necessary steps for the framing of a convention. A questionnaire was sent to the Governments with the request to be good enough to send their replies to the Secretariat by May 31st, 1935.

The examination of the replies received (published in document A.20.1935.VIII) suggested that it would be desirable to make a study of the whole of this material, which is at once varied, interesting, and full of technical points calling for elucidation. This study will have to be undertaken by qualified experts, who will then submit a draft convention on which the Governments will be consulted. It appears indispensable to consult the Governments owing to numerous differences of opinion, some of which are in all probability due to the special circumstances of the different maritime countries.

On receipt of the observations of the Governments consulted, the Organisation will be in a position, in accordance with its statutes, to propose the calling of an international conference if it is felt desirable to do so and if the conference is thought likely to succeed when called.

The other important question, that of public works, had been studied by the Organisation for Communications and Transit in one of its international aspects, but the Organisation had already pointed out in its report presented at the fourteenth session of the Assembly the interest attaching to a continuous study of public works undertaken by States on their own initiative without making appeal to foreign capital.

In this direction, numerous—and very different—experiments have been made in various countries, particularly since the Governments have been seeking remedies for unemployment. All the experiments made have not been satisfactory or conclusive: but the value of the experience gained will perhaps be enhanced if the results are classified, analysed and properly brought out by this impartial and properly equipped central organisation. A comparative study of this kind may make it possible, at any rate, to deduce certain precepts, certain views of general application, and perhaps also practical recommendations—apart altogether from the unquestionable value attaching to the co-ordination of these activities on the international

plane, particularly as between countries which border on, or are close to, one another and are traversed by main arteries of commercial communications. The problem has more than one aspect, not only social and international, but also bearing upon international relations of every kind.

It was no doubt the manifold importance of this question which prompted the Assembly to adopt resolutions on the basis of the report referred to above. Under these resolutions, an enquiry was instituted in order to obtain from the Governments of all countries particulars of the national public works recently executed, or in course of execution, as also of the organisation, financing of such works and the economic and social results obtained or anticipated.

The particulars elicited by this enquiry have been published in one volume to which is added a supplement of almost equal size, and represent unquestionably one of the most valuable results of the work of the Organisation for Communications and Transit. It was obviously not to be expected that the replies to the questionnaire of thirty-eight countries in all parts of the world should make a cléar and immediately utilisable classification possible. The replies related to the most varied forms of public works, from roads and land-clearing schemes to power transport and broadcasting stations.

Some Governments sent simply explanations of principle; others sent brief replies accompanied by highly detailed documents; others, again, followed the questionnaire fairly closely. In these circumstances, it was thought better to publish the replies in a form approaching as nearly as possible to the original, without endeavouring to make them the basis of a systematic and comparative account of the data obtained.

It would seem, however, that this documentary material, which for the first time is based on information obtained from all countries, represents as it stands a source of information—and, it may be also, of instruction—the value of which must not be under-estimated. It is a very full collection of documents which no doubt calls for detailed and systematic consideration by experts before the whole of its substance can be made available: but there would seem every reason to anticipate that the substance of it will be such as to make it possible to lay permanent foundations for more exact research and for conclusions capable of further application in the future.

The first stage accomplished is a result of the efforts of the Organisation for Communications and Transit and represents a very real achievement to which credit is due.

The question of the co-ordination of transport, and more especially of railway and road transport, is particularly occupying the attention of Governments at present. As a result of the rapid progress of new methods of transport, such as motor and air transport, a large number of countries have to bear a growing burden on the public finances.

In order to obviate disorder in the transport system within their frontiers, certain Governments have found it necessary to take measures of various kinds, partly on economic grounds, but partly also on account of financial, social or national defence requirements.

It would seem that a comparison between the measures taken by those countries might give very useful indications and direct into profitable lines the policy of transport co-ordination already initiated in a certain number of States.

The attention of the Communications and Transit Organisation might be called to the advantage of undertaking such a study, considering the problem of transport co-ordination in its widest aspect—technical, economic and financial. In accordance with precedent, the Communications and Transit Organisation would of course secure any assistance it might consider necessary for this study, even from outside the Organisation. This enquiry would perhaps serve to show the possible advantages, in this sphere, of concerted action between adjacent countries or those obviously related geographically.

DRAFT RESOLUTION.

“The Assembly :

- “(1) Notes with satisfaction the work performed by the Communications and Transit Organisation between the fifteenth and sixteenth ordinary sessions of the Assembly;
- “(2) Keenly appreciating the interest of the material collected on national public works, asks the Communications and Transit Organisation to have a detailed and systematic examination of that material made by experts in order to enable more detailed enquiries to be pursued in this connection later;
- “(3) Noting the importance for a great number of countries of the problem of transport co-ordination, especially the co-ordination of railway and road transport, asks the Communications and Transit Organisation to study the situation and the measures taken to co-ordinate transport in the principal countries concerned, on the understanding that the problem of transport co-ordination should be viewed in its widest aspect—technical, economic and financial;
- “(4) Taking note of the admirable work performed by the Communications and Transit Organisation in investigating the problem of the pollution of the sea by oil, and of the replies received from Governments to the questionnaire addressed to them;
- “Considers that the subject of the pollution of the sea by oil is one suitable for solution by an international convention;
- “Requests the Council to instruct the Communications and Transit Organisation to take, as rapidly as possible, and with the assistance of expert advice, if required, the necessary steps to complete the preparation of a draft convention and to submit that draft to Governments for consideration;
- “Invites the Council, in the light of the observations received from Governments to convene an international conference on oil pollution at an appropriate time.”

(Adopted, 24th Sept. 1935.)

(2) *Work of the Health Organisation.*

At this time when the work of the League of Nations as a whole is under review, it may not be inappropriate to indicate the three salient features of its work in the field of health. These are continuity, practical utility and universality.

1. The *continuity* of its work is reflected in the reports presented year by year. Reference to the reports of the first Assemblies shows that, even at that time, the Health Organisation was already engaged in what have since become its permanent activities. We have: the Service of Epidemiological Intelligence and Public Health Statistics established in 1921; biological standardisation started in the same year; the Malaria Commission set up in 1924; and the System of Liaison between Public Health Administrations, which has constantly been improving ever since 1922.

In the fields of public health and social medicine, the Health Committee has throughout conducted its work of investigation, collection of data, and liaison on uniform guiding principles, and is recording and making known the results through the medium of its *Quarterly Bulletin*. If due allowance be made for the exploratory work that must be done and for the limited resources of the Health Committee which oblige it to mould its activities to existing circumstances, it is clear that the Committee is methodically perfecting its action in such fields as promise practical and useful results. This, indeed, is the object of the careful review of the situation which it undertakes every three years when drawing up its programme of work for the duration of its term of office.

2. A few examples clearly demonstrate the *practical utility* of its activities. We will take these examples from the reports submitted to us (documents A.6 and A.6(a).1935).

(a) Despite the highly technical nature of the studies in the *biological assay* of certain therapeutic agents, international standards have been obtained, samples of which may be procured through the Secretariat. If the different countries officially adopt these standards and the corresponding international units, doctors will be able to employ sera or extracts from any source with the assurance that their action will be according to expectation. In order to complete this practical work, the Health Organisation will ask an Inter-Governmental Conference on Biological Standardisation, which will meet at Geneva on October 1st next, to consider the steps which should be taken to ensure the use and, if possible, the adoption in the official pharmacopeias of the Health Organisation's standards and units.

The United Kingdom and Hungarian delegates stressed the importance they attach to this conference. They were confident that it would achieve concrete results and ensure the widest possible use, in the various countries concerned, of the standards and units established by the Health Organisation.

(b) In the field of *epidemiological intelligence*, an endeavour is made to supply the Administration of each country with early information concerning the health situation in neighbouring countries. The reports received by the Health Organisation cover 148 countries and territories with an aggregate population of 1,436,000,000 or 72 % of the population of the whole world. The information relating to the most important diseases is transmitted almost daily to the health authorities; it is then published in the *Weekly Epidemiological Record*. The bulk of these statistics thus collected is published four times a year in the *Quarterly Epidemiological Report* and finally the corrected and completed figures are published annually in the volume *Statistics of Notifiable Diseases*.

In this connection, the Hungarian representative asked that consideration be given to the possibility of bringing greater uniformity into the systems in use for reporting notifiable diseases, more especially as regards the "period of observation".

On behalf of the Second Committee, I propose that the Assembly refer this matter to the Health Committee.

(c) The Epidemiological Intelligence Service is of outstanding importance in the East, where the health authorities must be constantly on the alert to prevent the spread of infectious diseases. The Health Organisation has accordingly established the "Eastern Bureau" at Singapore, whose epidemiological bulletin is broadcast weekly by ten wireless stations. One of these, the Malabar station, daily repeats the message, which is regularly brought up to date. If in any Eastern port there occurs an outbreak of plague, cholera or smallpox, the other countries as well as ships at sea receive immediate notice and are able to take the necessary precautionary measures.

The delegate of India informed the Second Committee, as showing the importance which his Government attaches to the dissemination of epidemiological information, that India regularly supplies the Bureau with the relevant information concerning the health situation in its seaports and provinces. Furthermore, the two wireless stations of Madras and Karachi retransmit "in clear" the epidemiological message broadcast by the Bureau.

(d) The United Kingdom representative, referring to the *system of liaison between public health departments*, thanked the Health Organisation for arranging, in October 1934, a study-tour to enable members of a British Committee on Hospital Construction to enquire into methods of hospital construction and management in various European countries.

(e) Thanks to the machinery at its disposal and to an experience extending over ten years, the *Malaria* Commission has accumulated a fund of specialised technical knowledge which it is always ready to place at the disposal of the Administrations concerned. This is brought about by organising, *inter alia*, international courses of malariology for doctors engaged in combating malaria in their respective countries. The participants are selected for these courses by their National Health Services, and the teaching staff includes distinguished malarialogists who are members of the Commission and are able to give instruction on the most recent scientific progress.

(f) In its technical studies also, the Health Committee is engaged in work of a practical nature. The Committee has just completed an enquiry, which began seven years ago, into the treatment of *syphilis* involving a survey of more than 25,000 cases in selected clinics of five countries.

The importance of the results of this enquiry will be appreciated when it is remembered that, during recent years, the campaign against syphilis has not been as successful as might have been expected, possibly owing to the fact that new methods of diagnosis and treatment have not been everywhere exploited as fully and as promptly as one would wish. The enquiry has led to the establishment of certain general principles which should govern the treatment of this disease, and two plans of treatment have been formulated which should give satisfactory results in ordinary cases of early syphilis.

(g) In 1932, shortly after the beginning of the economic crisis, the Health Committee felt that it was its duty to be in a position to reply to Health Authorities asking for information regarding methods of safeguarding the public health against the effects of the depression. Attention was drawn at that time to certain schemes for solving the problem of the housing of the unemployed. Furthermore, the Governments represented at the European Conference on Rural Hygiene in

1931 had requested that an enquiry should be made into *housing* conditions in rural districts. This request was repeated by several delegations at the last Assembly and was extended to the question of housing in general.

This is the origin of the studies on housing on which the Health Organisation is actively engaged and which formed the subject of an exchange of views at the Council in January and in May 1935. Their purpose is the collection of statistical and factual information on the precise nature of this problem in various countries and the methods employed for dealing with it. At its next session, the Health Committee will be called upon to formulate proposals for submission to the Council.

There can be no doubt that this question is of great practical importance and in many countries constitutes one of their principal preoccupations at the present moment. The French, Hungarian and Italian delegates gave an account of enquiries that had been undertaken in their countries in order to determine the magnitude of the task of providing the workers with housing conditions in accordance with modern hygienic standards.

In France, the Ministry of Health has furnished the Health Committee with a substantial report on town-planning; with the same object in view, it has also instituted an extensive enquiry into the health and social conditions of rural life. Further, with a view to collaborating with the work of the League's Health Organisation on this subject, it has set up a Committee on which all the technical branches concerned in modern hygienic house-building are represented. The Hungarian delegate informed the Committee that an enquiry is now being conducted into the conditions of rural housing; it is designed to yield data for model types of rural houses which will be shown at the Budapest Agricultural Exhibition.

According to information submitted by the representative of Italy, the *Italian enquiry* was earlier in date and its results were published in 1934. It took the form of a census of rural houses, designed to ascertain in each case whether the house was fit for human habitation. It thus reflects the Government's desire to improve living conditions in the country districts, thereby stimulating rural life and agricultural production. It is for this reason that the Italian Government takes a keen interest in the Health Organisation's investigations in this field, as was apparent from its statement to the Council in January and in May 1935. It welcomes, as a valuable proposal, the project of holding an International Exhibition of Rural Housing, and the Italian delegate expressed his Government's desire to organise this exhibition at Rome in co-operation with the Health Organisation, the International Labour Office and the International Institute of Agriculture.

The Assembly will no doubt wish to express its thanks to the Italian delegate for this generous offer and will refer it to the Health Committee for consideration.

The French delegate has already intimated his Government's intention to take part in this exhibition. The Hungarian delegate warmly welcomed the idea of such an exhibition and stated that he would urge his Government to participate.

(h) Another subject which was separately considered by the Second Committee was the question of *nutrition*. At the instance of the French Government, this question has been on the programme of the Health Organisation ever since 1925. After a period of preliminary study, the Health Section published in the *Quarterly Bulletin* for

June 1935 a report to the Health Committee which, after reviewing the recent progress of science and applied physiology in the field of nutrition, described what the public authorities in a number of countries have already done or propose to do. The report further contains suggestions regarding questions suitable for international enquiry. For the purpose of its discussions, the Second Committee therefore found the ground fully prepared so far as the health and social aspects of the problem are concerned.

The Australian and United Kingdom representatives stressed the importance which they attached to the Health Organisation's report, which would afford valuable guidance to national administrations.

The Australian delegate expressed the hope that the Health Organisation would continue its studies in this field. There was one point which seemed to him particularly deserving of consideration by the Committee: that of the influence of climate upon dietary requirements. He also asked that the estimates appearing in the report expressed in terms of calories, proteins, etc., should be translated, for the lay-reader, into terms of specific foods. Here, again, I would propose that the Assembly refer these requests to the Health Committee.

3. We have shown that, in health matters, the work of the League of Nations is characterised by continuity and practical utility: we may now proceed to examine its *universality*.

The Malaria Commission's work in co-ordinating an investigation into the action of new synthetic drugs for the treatment of that disease is one of several examples that could be quoted. Chemical science has been able to devise new remedies for malaria, the anti-malarial value of which is not yet fully determined; remedies which may, however, some day become as important as quinine. It is accordingly a matter of great practical importance to obtain a precise knowledge of the action of these new remedies by experiments conducted on a sufficiently wide scale and in accordance with a uniform plan in several malarious countries. These investigations are now being conducted in Algeria, Italy, the Federated Malay States, Roumania and the U.S.S.R. The details were worked out at a meeting held at Moscow and Gorki from February 22nd to 26th, 1935, which also gave an opportunity to establish contact with the health authorities and leading malarialogists of the U.S.S.R.

In Asia, the Health Organisation is helping in the reconstruction of China in accordance with a plan of co-operation which is now in its fourth year. The representative of the Health Organisation attached to the Central Administration has co-operated actively in the establishment and operation of model central institutions such as the Central Field Health Station, the Nanking Model Hospital, etc., and in the improvement of health conditions in several provinces of the interior. I am personally extremely gratified that this representative should be a compatriot to whom my own country owes the creation of its public health services. Furthermore, in order to facilitate the technical reforms proposed, the Health Organisation grants certain facilities to directors of the most important Chinese health services to enable them to establish contact with their colleagues in other countries, and acquaint themselves with their methods.

The Chinese delegate expressed his thanks to the Health Organisation for the valuable assistance it is giving. He quoted a number of striking examples showing the efforts which had been made by the Chinese Government to improve the health conditions of the country and affording evidence of the value of the Health Organisation's support.

The Chinese and Indian delegates stressed the importance which their Governments attach to the *Conference on Rural Hygiene in the Far East* which is to be convened towards the end of 1936. They added that the improvement of health and social conditions among the rural population in the East raises immense problems, to the solution of which the contemplated Conference should make a very valuable contribution.

Without dwelling further upon the work of the Eastern Bureau—the branch organisation which the Health Organisation has set up in *Singapore* and which is well known to the Assembly—it should be mentioned that the Health Organisation opened last year at *Singapore* an international course in malariology, similar to those already existing in Europe, for medical men who are responsible for anti-malaria work in Eastern countries.

Lastly, it may be pointed out that the Director of the Eastern Bureau is taking part in the work of the Second Southern Pacific Health Conference now in session at *Sydney*. The first Conference resulted in a detailed enquiry in certain islands of the Southern Pacific, carried out jointly by the Australian Government and the Health Organisation.

As regards *Africa*, the Second Pan-African Health Conference summoned by the League of Nations at the request of the Union of South Africa, will meet on November 20th next. The purpose of that meeting is to continue and extend the work begun by the previous Conference, also summoned by the League of Nations at the request of the Government of South Africa. As will be seen from its agenda, the Conference will also deal with problems of social medicine which are so closely bound up with the improvement of the general living conditions of the native peoples of Africa.

The delegates of the Union of South Africa and the United Kingdom were confident that this Conference would yield as valuable results as the first. The campaign against disease was a constant pre-occupation of the administrations of African countries and territories: various problems arose in connection with the transmission and propagation of infectious diseases. This Conference would help to solve them, and British India, which was in constant touch with East and South Africa, was also directly interested in the results that might be expected.

The Assembly will duly appreciate the generous hospitality which has been offered to this Conference by the Union of South Africa.

In *America*, the Health Organisation is co-operating, at the request of the Chilean Government, in an investigation into problems of general nutrition in Chile. It was represented at the Pan-American Health Conference (Buenos Aires, November 24th, 1934) and was thus able to establish contact with the representatives of the National Administrations of the American countries. At *Rio de Janeiro*, it collaborates with the International Centre for Research on Leprosy, which has been placed under the auspices of the League of Nations, and, at the beginning of this year, it sent a distinguished chemist to take part in the Centre's scientific work.

A collective study-tour will take place in the United States of America in November 1935. The efforts of the present National Administration to promote economic recovery, while at the same time combating unemployment and securing better conditions for the workers, are well known. The Administration is much concerned with health and social problems, such as housing, unemployment and medical care, old-age pensions, maternity and child welfare, etc. The

purpose of the tour will be to study what has been achieved in the solution of these problems under the aegis of the Federal Administration; the participants will include a number of leading public health officers, who should be able to ensure that their own countries benefit to the full by the information acquired in the course of this tour.

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We may now ask what conclusions are to be drawn from the debate in the Second Committee.

The various delegates who spoke all brought their tribute of praise to the work of the Health Organisation, which is continuing and expanding its activities despite the limitation of its resources. Its efforts, though many, are duly co-ordinated by one basic conception and all converge towards one central objective—to combat the evils from which the economically depressed classes are suffering in all countries. In a time of agitation and changing standards, when the principles which appear to be most firmly established are being challenged, the good work of the Health Organisation cannot be doubted. It represents a factor of stability within the League of Nations.

I have the honour to present, on behalf of the Second Committee, the following draft resolution:

“The Assembly :

“Notes with satisfaction that the national administrations of countries in all continents are making ever-increasing use of the services of the Health Organisation and are affording it a growing measure of support in discharge of its duties;

“Approves the work of the Health Organisation and the Rapporteur’s conclusions, and refers to the Health Committee for study the offers of collaboration and the suggestions enunciated in his report.”

(Adopted, 24th September 1935.)

(3) Nutrition.

The attention of this Assembly was drawn to the problem of nutrition in its relation to public health at the request of twelve delegations. It was pointed out that nutrition, a public health problem, has also become a social and economic problem and one closely connected with the formidable difficulties experienced by the farming industry all over the world in disposing of its surplus foodstuffs.

The question was referred to the Second Committee, where there was a challenging discussion which lasted for three days and in which twenty delegations took part.

The report presented by the Health Organisation of the League was freely quoted, and the Rapporteur desires at the outset to associate himself with the tributes that were paid by every delegate to those who had been responsible for it.

Mr. Bruce, who moved the resolution, stated the essence of the problem in his description of the paradox of the glutted market for the farmer and the insufficient nourishment in the “protective food-stuffs” of a substantial portion of mankind.

The economic crisis had accentuated the problem. The loss of purchasing power of the agricultural countries had meant the destruction of important markets for the industrial countries, who in their turn had been forced to increase their trade barriers and to decrease their purchases of food. This helped to form the vicious circle, the *cercle infernal*, out of which the nations had up to now struggled but vainly to extricate themselves.

It thus emerged early in the debate that:

- (1) Increased production gave to Governments the opportunity of taking another step forward in their attempt to build a healthier people;
- (2) They could do so by extending their present activities in the comparatively new field of nutrition;
- (3) This was a direct and practical way of dealing with the problem of agricultural surpluses and the depression of prices that has resulted therefrom.

On the question of agriculture, there was a general expression of belief that the root of the agricultural depression lay, not in over-production, but in under-consumption, and that whilst Governments would continue their plans to help their farmers, these plans should be directed to expansion rather than to restriction of the market.

As Mr. Bruce pointed out, and in this he was particularly supported by the Spanish delegate, many countries have felt themselves forced to adopt methods, such as quotas and tariffs, in defence of their national agriculture which have resulted in such high wholesale prices as to have had an inevitably detrimental effect upon national health, upon consumption and ultimately therefore upon the farmer himself.

Many delegates emphasised, too, that the bonuses and subventions to the export trade were often paid for at the expense of the home-consumer.

There are agricultural countries advanced in civilisation and producing sufficient quantities of foodstuffs where one is astonished to find under-nutrition and malnutrition; and there are highly organised and rich countries of high purchasing power where one also finds an insufficient supply of the "protective foodstuffs".

It was upon the need for a thorough-going nutrition policy that the discussion concentrated. As the delegate for New Zealand said, it was a question of bringing the excess foodstuffs within the reach of those who have not at present the means to buy them.

Information was provided by some of the delegates as to what is already being done in that direction in their own countries.

Here is a summary of it.

In South Australia, it has been recently decided that provision for the families of the unemployed should include $1\frac{1}{2}$ pints of milk a day for children under a certain age and a similar quantity for nursing mothers.

The delegate for Canada stated that, similarly, in parts of Canada, schoolchildren were supplied with daily rations of milk, while great importance was attached to the preparation of standard dietaries suitable for persons with small incomes.

The Polish delegate described the work done among schoolchildren and the distribution of cereals to the unemployed in order to improve

the food conditions of the population. This work was being substantially extended.

It was stated that in Great Britain 400,000 children had been provided with free meals in 1934 and many thousands, both of children and mothers, with free milk for health reasons. In addition, 3,000,000 children were now, as the result of a Government aided scheme, getting cheap milk in their schools.

This latter scheme is a good example of the principle of increasing consumption instead of subsidising production. It helps the farmer to dispose of his surplus production and it is a valuable contribution towards improving the national health. The application of this principle might profitably be given careful consideration as an alternative to large-scale subsidies or export bounties to producers. It would also give the monetary assistance which Governments feel it necessary to give to agriculture a greater general social value.

The delegate for South Africa, representing a country combining widely divergent types of population, maintained that an enquiry going beyond European countries and embracing so-called young and new countries should pay due regard to their divergent circumstances.

The delegate for France did not hesitate to ask for a world-wide enquiry comprising poor countries with dense population living in a chronic state of famine or semi-starvation, with a view to an enquiry which would cover all resources, as well as all that is lacking—in brief, all the "possibilities" of production, of consumption, and of a world interchange from the widest point of view as regards the future development of human well-being. One would then obtain a greater knowledge of the conditions in those countries, the extent to which wholesome foodstuffs are cultivated, and the size of the potential market for them.

The delegate for Venezuela drew attention to the need for controlling the effects produced on foodstuffs by various methods of preservation and of transport, as well as to the harmful effects of "artificial" foodstuffs.

The delegate for New Zealand referred to suggestions put forward by Sir John Orr at the recent British Association meeting on the setting-up of public utility societies under State subvention for organising the purchase and sale of products under conditions which would guarantee a more rational supply of foodstuffs for the poorer classes.

Many other delegations, including the Spanish, raised the vital question of the spread in prices between producers and consumers, urged the importance of reducing costs of distribution, and pressed for the special study by the Committee, to which reference will be made later in the report, on the effect of reduced retail prices on the freer international circulation of the primary foodstuffs necessary for improved nutrition.

The delegate for France emphasised, in agreement with the delegates of Denmark, Latvia, Italy and Hungary, the condition of ignorance which, together with poverty, is the cause of malnutrition, not only in the lower classes, but even in the well-to-do classes. He also insisted on the importance of education, and since education should be given in the early years, on the important rôle that elementary schools should play. The conditions of human existence are changing and a new form of civilisation is appearing, to which man must adapt himself, and this adaptation must commence in infancy, in the elementary schools and in the various types of schools of domestic science.

All the delegates stressed the need for a greater knowledge of the facts if nutrition schemes are to be established on a scale adequate to affect the problem. The demand for an enquiry put forward by the delegate for Australia met with unanimous approval.

What, therefore, should be the nature of the enquiry?

In the first place, the Health Organisation should be asked to continue and develop its work of investigation into nutrition and nutrition problems. One of the objects should be to be able to propose, in the near future, the possible lines of action for subsequent study by the organisations and institutions of economics, finance and agriculture.

Concurrently with this, the other technical sections of the League should also continue their enquiries into the various aspects of the problem, economic and financial, which have relation to measures already adopted in the various countries for developing nutrition and mitigating the plight of agriculture.

To this end, it has been very rightly suggested that there should be the fullest collaboration with other international organisations and notably the International Labour Office and the International Institute of Agriculture at Rome. In the case of the former, it would be particularly valuable to secure through it the assistance of persons familiar with the social aspects of the problem from the point of view of the consumer and, in the case of the latter, the technical agricultural interests.

On account of the interdependence of the multiple aspects of the problem—social, medical and welfare, economic, agricultural, administrative, financial—it is very desirable to arrange for the widest survey of the whole of the problems raised. It is for this reason that it is proposed to ask the Council to appoint a committee which will, in order to keep the various countries in touch with the progress that is being made, prepare a general report to the next Assembly.

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* *

I have the honour to submit in the name of the Second Committee, the following draft resolution:

“The Assembly,

“Having considered the subject of nutrition in relation to public health and of the effects of improved nutrition on the consumption of agricultural products, urges Governments to examine the practical means of securing better nutrition and requests the Council:

- “(1) To invite the Health Organisation of the League of Nations to continue and extend its work on nutrition in relation to public health;
- “(2) To instruct the technical organisations of the League of Nations, in consultation with the International Labour Office and the International Institute of Agriculture, to collect, summarise and publish information on the measures taken in all countries for securing improved nutrition and,
- “(3) To appoint a Committee, including agricultural, economic and health experts, instructed to submit a general report on the whole question, in its health and economic

aspects, to the next Assembly, after taking into consideration, *inter alia*, the progress of the work carried out in accordance with paragraphs (1) and (2) above."

(Adopted, 27th September 1935.)

(4) *Economic and Financial Questions.*

A. GENERAL DISCUSSION.

1. *Commercial Policy in relation to the Monetary Problem.*

The Second Committee's debates have to a large extent dealt with the conclusions brought out by three main documents: the Report of the Joint Committee for the Study of Clearing Agreements; the Economic Committee's Report on Agricultural Protectionism; and the Economic Committee's Report entitled "Remarks on the Present Phase of International Economic Relations".

It would be desirable for the technical organs of the League of Nations to continue to carry out work of this kind. It is by such work that at the present time they can render the most valuable service, by studying from a general standpoint the various problems which are simultaneously the subject of direct negotiations between countries.

* * *

The special observations suggested to the Second Committee by the first of these documents, dealing with clearing agreements, will be found further on. However different the subjects dealt with in these three reports their perusal nevertheless gives a striking impression of interdependence, due to the disorder into which international trade has fallen in comparison with the situation as we knew it—except during the war—before the world depression.

Just as the different parts of a well-designed machine, being adapted to one another, ensure both their own movement and that of the whole, so, before the crisis and before the world war, the economic life of the civilised nations went on in a sufficiently free environment with the help of a daily co-operation to which everyone was so accustomed that it seemed quite natural and likely to last indefinitely. The progress accomplished in the course of generations, particularly in the sphere of communications, had made it possible for the different countries to share a common life.

When they were overtaken by the crisis, each endeavoured to seek its own salvation by taking the most urgent steps. They were thus necessarily led to follow divergent paths, and the machinery on which their common life was based was thrown out of gear. Its principal parts remain, but the wires which conveyed the power have partly been broken. The stability of currencies, the possibility of dealing in them to an unlimited extent, the free movement of capital and credit, and the comparatively free interchange of goods, all this is to a large extent a thing of the past.

"Accordingly, while the crisis tends to diminish, the machinery of international trade becomes more and more jammed. Of these two evils, the latter is now the more serious and calls accordingly the more urgently for treatment."

The world economic situation has no doubt shown a substantial improvement in the last two years. In the internal evolution of the principal countries, there are signs of amelioration and recovery. Between 1932 and 1935, the index of industrial activity rose from 78 to 96, and that of industrial production from 81 to 94. Stocks have diminished, unemployment is declining, the prices of certain important raw materials have improved, as well as those of certain agricultural products. In many countries, budgetary problems are less acute, and progress is being made with a cheap-money policy.

But these signs of recovery are unevenly spread throughout the world. They are lacking in amplitude and uniformity.

"While disorder continues in the international field, certain individual countries show signs of recovery, though this has not been followed by any corresponding movement in their reciprocal economic relations. That is a perplexing situation, and our perplexity is increased when we find that these various 'localised conjunctures' are in some sort artificial or, at all events, are lacking in that spontaneity which would dispel all doubt as to their power to continue and to develop.

"In many cases, the resumption of industrial activity is, in point of fact, connected directly or indirectly with the manufacture of war material and army reorganisation. It is needless to insist on the dubious and psychologically depressing economic character of such activities.

"Apart from war production, the decline in unemployment noticeable in certain important industrial countries is almost entirely due to direct intervention by the public authorities."

The Economic Committee's report quotes familiar examples to prove that, despite all the efforts of Governments and peoples, the internal recovery cannot go beyond certain limits unless it is supported and fostered by an ample and regular international circulation, the restoration of which cannot be the outcome of isolated action by the different countries, but only of their co-operation. It matters little whether this co-operation takes a collective or a bilateral form. The essential thing is the spirit by which it is animated.

The report quotes the remark of an economist who has a great deal of practical experience and has for many years past conducted the commercial negotiations of his country; he is in the habit of saying that a State does far better business when it secures the opportunity to export a million francs' worth of products than when it decides to exclude imports for that amount. "In the first case", he adds, "I know that I shall have obtained for my country additional receipts amounting to a million francs and so much extra work. In the second case, on the other hand, *I do not know* whether the work thus rejected can actually be replaced within the country by sales in the home market. Even in the most favourable circumstances, it will only be partly replaced."

This means that it is to-day of essential importance that the autonomous measures of the different countries in regard to commercial policy and their negotiations should be dominated by the desire to increase and intensify trade.

The policy of defending at all costs the *status quo* on the home market—a policy which is perhaps essential at certain times but which

experience shows to be incapable of reconstituting the volume of business—must be replaced by the effort to extend our activities on the foreign market, regarded as a natural extension of the national economic territory. We must accordingly be prepared in our turn to accept foreign goods to a greater extent.

This policy is a fundamental one and, if tenaciously pursued by all countries, it would in itself suffice without the need of any international conference to cure a great part of the economic ills which at present afflict the world. But its application calls for a considerable effort. As the Economic Committee's report points out—

“the re-establishment of the essential minimum flow of international trade which alone can arrest the world on the steep slope down which it is slipping to disaster presupposes nowadays in Governments, especially in creditor countries, a very lofty sense of their responsibility, much firmness and a determination not to allow private interests, however reputable, to paralyse the great work which is indispensable in the interests of the nation. . . .

“For that they must be convinced that, however great the risks inherent in such a policy may be, they are no more serious than the danger of prolonging the present position.”

The Second Committee notes with the keenest satisfaction that the declarations made during its debates by the delegations of a number of important countries show that their Governments are perfectly convinced of the necessity for intensifying foreign trade and of modifying their commercial policy for this purpose on more liberal lines, subject to the sole condition that they will be followed by the other countries and that in the monetary sphere they will find de facto conditions sufficiently stable not to hamper the development of normal commercial transactions.

This latter condition brings out the great importance of the relationship existing between commercial policy and the monetary problem. The relationship between these two fundamental problems naturally received much attention in the Second Committee's debates. The general feeling was entirely in favour of the restoration of a stable purchasing power of currency, both internal and external. As the Economic Committee puts it:

“All are agreed that the final object must be the re-establishment of a stable international monetary standard—that is, the gold standard, ‘which remains the best available monetary mechanism’.”

Unanimity having been reached as to the final aim to be achieved, the state of mind of the different delegations, naturally influenced by the special situation of their respective countries, seems to be well summed up in the following passage of the Economic Committee's report:

“No one, moreover, can deny the disturbing influence of sudden and frequent fluctuations in exchange rates upon international trade. It is very satisfactory to note that the pound sterling has remained relatively stable in terms of gold for some time past and that the American dollar has been in much the same position for almost two years. There is therefore at the present moment a *de facto* position which, by allaying the fears of the other countries, is quite naturally preparing the way for the indispensable

reversal of commercial policy. This tendency is, however, still counteracted by the uncertainty which exists with regard to the behaviour of the various currencies in the near future. Traders, moreover, find their activities very seriously hampered by the clearing system and foreign-exchange regulations in force in a large number of countries."

But despite all these difficulties, the most gratifying and encouraging feature of the Second Committee's discussions consisted in the refusal of the different delegations to waste time on sterile debates on monetary policy. It was clear to them that, instead of debating theoretical points, it was better to try to find the elements of effective co-operation in the actual situation as it now stands. *All the members of the Committee agreed that these elements existed and that such co-operation was possible.* As the Economic Committee puts it, they express the hope that—

"as soon as circumstances—political and other—permit, the position will be examined objectively, in the first place by the countries chiefly concerned, with a view to ascertaining whether opinion on either side has progressed sufficiently for it to be possible to contemplate for a stated period a *modus vivendi* in which monetary and commercial factors would both play their part."

But the members of the Second Committee unanimously considered that, until the moment is favourable for this more comprehensive task, and while expressing the most ardent hope that the arrival of this moment will be hastened by the dispelling of the clouds which at present darken the international horizon, great progress can be achieved by daily co-operation established on a bilateral basis between the different countries. This unanimous conviction is expressed in resolution No. 1 reproduced at the end of this document.

2. *Enquiry into Clearing Agreements.*

The report of the Joint Committee for the Study of Clearing Agreements, published on April 3rd, 1935, is one of the principal documents on which the Second Committee's discussions were based. The Joint Committee's work originated in a proposal submitted by the French delegation in the Second Committee at the 1934 Assembly. The purpose of this proposal was to entrust the Economic and Financial Organisation of the League of Nations with an enquiry "concerning the causes, scope, methods and results of compensation and clearing agreements."

Never have the harmful consequences suffered by international trade, as a result of the restrictions in question been so emphatically and clearly brought out as in this document. The Joint Committee's report constitutes an instructive example of the services which can be rendered by the technical organisations of the League of Nations in the systematic study of present-day problems, in order to enlighten public opinion and thus to contribute to the formation of currents of ideas which can lead to the solution of the economic difficulties of the present time.

The Joint Committee summarises its conclusions as follows:

"(a) In conclusion, while it recognises that the clearing system may, in certain cases have helped to prevent a still more

serious collapse of trade than might otherwise have occurred as the result of the general introduction of control of foreign-exchange transactions, the Committee recommends that the clearing system should not be extended.

- “(b) It further considers, like most of the Governments consulted, that this system can only be regarded as an expedient or makeshift involving a number of drawbacks, and that it should therefore be abolished as soon as possible.
- “(c) The best, though not the only, solution would be the complete abolition of exchange control facilitated by measures designed at once to promote permanent arrangements in regard to financial debts and a less restrictive commercial policy which would afford minimum guarantees for export. Should such complete abolition be impossible, commercial transactions should at any rate be freed from the obstacles placed in their way by exchange control.
- “(d) Pending these measures of recovery, the Committee considers that all proposals and all action designed to counteract, directly or indirectly, the grave drawbacks to international commercial relations resulting from the application of an artificial exchange rate in order to relieve the situation of the debtor country should be encouraged.
- “(e) All measures reducing import restrictions and opening the way to the export of increasing quantities of goods from debtor States should also be encouraged—even in the interest of creditor countries with a sound currency—first in order to ensure the payment for their exports and secondly in order to promote general recovery.
- “(f) Measures designed to leave the conditions—including exchange conditions—under which imports and exports are effected to the initiative of the parties concerned should also be encouraged.
- “(g) The more definite this tendency towards a return to normality becomes the nearer we shall get to a situation in which it will be possible to replace clearing agreements by less vexatious arrangements, such as transfer and payment agreements, and finally to abolish them.”

The Second Committee fully endorses these conclusions. It agrees with the Joint Committee that the clearing system cannot be more than an expedient or makeshift involving numerous drawbacks and that it should therefore be abolished as soon as possible.

The Joint Committee's conclusions contain various suggestions; they raise problems of a financial or economic nature the previous solution of which might facilitate the gradual abolition of the clearing system and they indicate the direction in which these solutions might be found.

The Second Committee considers that it is desirable that arrangements should be made in order to facilitate the practical application of these recommendations as rapidly as possible. It is of the opinion, however, that, in view of the complexity of the problem and the constantly changing situation in which different countries affected by these agreements find themselves, it would be wiser not to fix too definitely in advance the procedure to be followed.

It has accordingly asked the Council to follow the question and to take such steps as it considers most appropriate in order to promote by suitable consultation the object that the Committee has in view.

The Second Committee nevertheless thought that, in view of the nature of the problems in question or some of them, the Bank for International Settlements might make a useful contribution, and that consequently the assistance of this institution should be requested.

It therefore adopted resolution No. 2.

3. Study of International Loan Contracts.

A number of delegates drew attention to the difficulties which had arisen with reference to international loan contracts due to the variety and, in many cases, to the uncertainty of the provisions of these contracts.

Numerous obstacles still stand in the way of the resumption of international lending, which is admitted to constitute one of the principal factors in the economic recovery of the world. The Second Committee made no attempt to examine these obstacles in detail. It confined itself to a single question—namely, the possibility of improving the stipulations of international loan contracts, both from the legal point of view and from that of financial technique, in order to minimise the risks of litigation between the parties.

Whether we consider the definition of the competent jurisdictional authorities in case of dispute, arbitration procedure, priority, the representation of creditors and the rights and duties of those representing them, or the definition of the currency in which arrears should be paid, the numerous disputes that have arisen in recent years have shown, as regards these points and many others, that the customary form of contracts could be greatly improved.

The Second Committee recognised that a study of the questions arising in this limited sphere could be usefully undertaken. Among the purposes of this study might be the preparation of a number of model provisions which could, if the parties so desire, be inserted in the contracts of international loans issued by States or public bodies.

Accordingly, it adopted resolution No. 3.

4. Consultation of Agricultural Experts.

The Economic Committee's Report on Agricultural Protectionism fully brought out the contrast existing between the necessity of moderate agricultural protection experienced by many countries and the dangers of excessive protection. The finding of a reasonable dividing-line between these two extremes is certainly one of the main problems which must be solved with a view to the restoration of international economic co-operation. This problem is an essential one owing to the enormous importance of the production of and trade in agricultural products, the large numbers of persons engaged and the preponderating influence which these persons can exercise on the choice and development of the commercial policy of States. It is therefore extremely important that the representatives of agricultural interests should have an opportunity of defending their case, but should at the same time be called upon to take their share of responsibility in the work of intensifying agricultural, or other imports and exports. For the above reasons, the Committee proposes resolution No. 4.

5. Co-ordination of Transport.

Recalling the draft resolution regarding the problem of the co-ordination of transport submitted by the Second Committee in the report on the work of the Communications and Transit Organisation the Second Committee wishes to emphasise the exceptional importance of this problem in the economic and financial sphere, particularly owing to the heavy burdens imposed on all the national budgets by the prevalent policy of subsidies or support for certain modes of transport (such as air transport, merchant shipping, railways, etc.).

It considers it desirable that the Financial Committee and the Economic Committee should be asked to provide any assistance which might be requested by the Communications and Transit Organisation.

B. WORK OF THE COMMITTEES.

1. Economic Committee.

The Economic Committee has continued during the past year to display great activity, as is shown, apart from the reports already examined above, by the results which it has attained in the study of several questions. The chief of these questions are the following:

(a) A large number of countries have sent the Secretariat their observations on the draft *Unified Customs Nomenclature*.

The Committee of Experts is soon going to meet in order to examine the observations received and prepare a final text. There is every reason to believe that a number of countries will decide to use the new standard nomenclature thus set up.

(b) The three *Veterinary Conventions* previously drawn up with the help of experts by the Economic Committee were finally adopted, on February 20th, 1935, and signed by ten countries. These Conventions will be open for signature for a year, and for accession indefinitely.

Encouraged by this result, the Economic Committee has just framed, with the help of experts, a draft Convention which the Council has decided to send to the different Governments for their observations. This Convention aims at facilitating the international trade in meat and meat preparations by providing importing countries with minimum guarantees as regards public health and the danger of spreading diseases of animals.

(c) In July 1935, at the instance of the Economic Committee, a draft *Convention for the Purpose of facilitating Commercial Propaganda* was drawn up by the delegates of a certain number of countries, who signed a joint declaration recommending their Governments to adopt the Convention. The Council has just decided to invite the Governments in question to a meeting for the purpose of signing the Convention as soon as they have made known their opinion on certain points of detail regarding which their delegates desired to consult them.

(d) The Economic Committee has decided to give a permanent place on its agenda to the problem of the *tourist traffic*, whose growing importance as a factor in the international economic system is recognised. A first consequence of this decision is that the Committee of Statistical Experts set up in virtue of the International Convention

of December 14th, 1928, has been invited to deal with the statistical side of the question. The Economic Committee has also decided to ask a group of specialists to make a preliminary study of the various problems which at present arise in connection with the international tourist traffic. It is confident that their suggestions will enable it to draw up a practical programme of work.

(e) As a result of the work undertaken in liaison with the International Institute of Agriculture, the Committee has decided to call upon a number of experts to frame, if possible, common rules to provide countries importing plants or vegetable products with effective guarantees against the invasion of parasites or dangerous microbes, while at the same time avoiding all undue interference with the international trade in these products.

(f) The Committee is studying, from the economic point of view, *two draft uniform laws framed by the International Institute for the Unification of Private Law at Rome*, respectively entitled "Draft International Law on Sales" and "Draft Uniform Law on the Responsibility of Hotel-keepers for the Deterioration and Loss of Objects carried by Travellers staying at their Hotels". Both these drafts have been communicated to the Governments for their opinions.

(g) In the last place, the Council has just requested the Economic Committee to study two questions raised by the Government of the Union of Soviet Socialist Republics: (1) the definition of the terms "importer" and "exporter"; (2) advance notification of changes in regulations governing the importation of goods.

2. *Financial Committee.*

As in past years, the Committee has devoted much of its time during the regular sessions to giving technical advice to certain Governments. In Austria, Bulgaria and Hungary, there are technical advisers who have worked in touch with the Committee. This form of close collaboration between Governments and one of the technical organisations of the League, quietly carried on from year to year, has been fruitful of results.

In Austria, a substantial measure of recovery has been achieved; the currency has remained stable; the resources of the Bank have increased; the debt service has been regular and punctual. The outstanding event in connection with this part of the League's activity during the year was the successful conversion of the 1923 Guaranteed Loan which this improvement in conditions rendered possible. The saving to the Austrian State budget resulting from this operation is estimated to amount to approximately sixty million schillings during the first three years and forty-five million schillings thereafter. The Second Committee will note with satisfaction this further step forward in the reconstruction work started by the League now over ten years ago.

In Bulgaria, in spite of a year rendered difficult by a bad harvest, a fall in agricultural prices, a decline in manufacturing production and consequent decrease in foreign trade, certain reforms have been carried out in the public finances and in the public administration.

In Hungary, where there was also a poor harvest, public finances have improved. The Hungarian Government and the Hungarian National Bank have taken energetic financial measures. The strengthening of the position of the pengö abroad which has resulted and

the increase in deposits made it possible to lower the rate of discount at the end of last month from $4\frac{1}{2}$ to 4 per cent. Progress in the budgetary equilibrium of local administrations is also noticeable.

In addition to work at their regular meetings, certain members of the Financial Committee devoted a considerable amount of time to affording technical assistance in connection with the Saar negotiations.

3. *Fiscal Committee.*

The Second Committee would like to draw special attention to the work of this Committee, which has now completed the last of a series of four model conventions dealing with various forms of double taxation.

Its report contains a passage of great interest concerning the procedure that has been followed. At one time it was anticipated that it might be possible to obtain the necessary signatures for a multi-lateral convention on this subject. When it became apparent that national conditions differed too much to render such a procedure expedient, the Committee devoted its energies to the preparation of draft model conventions for use by States in their bilateral negotiations. The Committee remarks that this system "has the dual merit that, on the one hand, in so far as the model constitutes the basis of bilateral agreements, it creates automatically a uniformity of practice and legislation, while, on the other hand, inasmuch as it may be modified in any bilateral agreement reached, it is sufficiently elastic to be adapted to the different conditions obtaining in different countries or pairs of countries. The Committee is strongly of opinion that this procedure is likely in the end to lead to more satisfactory results and to have a wider and more lasting effect than the convocation of an international conference with a view to concluding a multi-lateral convention, even though it may at first attract less general attention and interest".

This procedure appears in fact to have been remarkably successful and is one which deserves very careful attention. The Committee reports that, "while in 1922, when there was set up the Committee of Technical Experts on Double Taxation (whose work has been continued since 1929 by the Fiscal Committee), only a very small number of conventions on double taxation existed, there are at present approximately 140, of which sixty have been signed since 1929. These simple figures are sufficient to show the influence exercised in this sphere by the meetings of experts convened by the League of Nations and the practical scope of the studies undertaken under its auspices".

4. *Committee of Statistical Experts.*

This Committee, which was set up in accordance with the recommendations of the International Statistical Convention of 1928, has been engaged mainly on problems of trade statistics. Last year the Committee elaborated a system designed to render it possible to trace more accurately the movement of certain classes of goods of special importance in international trade. Since then, the Committee of Statistical Experts has drawn up a complete classification of commodities for use in international trade statistics. It is hoped that this new list will prove a suitable substitute for the pre-war classification, which is being maintained pending the adoption of a classification more suited to the requirements of to-day. As its adoption by Governments becomes general, it will go far to enable us to follow the

evolution of trade and those broad changes in economic tendencies, a knowledge of which is so essential a pre-requisite of wise commercial policy.

C. PUBLICATIONS OF THE ECONOMIC INTELLIGENCE SERVICE.

The Intelligence Service has issued the publications covering the same groups of subjects as last year. Except for the gap in Public Finance, which, it is understood, is now being filled, most of the economic field is covered. The volumes on *World Trade* and *Balances of Payments*, on *Commercial Banks* and *World Production and Prices* are the fruit of researches into facts and the interpretation of these facts. They involve skilled scientific work in which the selection and improvement of the data play a preponderating part. The information gained in this process of sifting and analysis is presented in two works of reference—the *Monthly Bulletin of Statistics* and the *Statistical Year-book*. It is summarised and explained in a less technical form in an annual publication first prepared at the request of the Assembly three years ago—the *World Economic Survey*.

With experience and with the assistance of the Statistical Services of all Governments, whether States Members or not, the books published by this Service have been steadily growing in utility and reputation. In spite of the economic depression, sales in the last three years have, without exception, increased—in two or three cases by as much as 20-30 per cent.

But it were a narrow view to estimate the value of these works on a purely commercial basis. They represent a body of knowledge, rudimentary before the war, greatly extended and improved since, which in the complexities of the modern world is essential to Governments to enable them to form some judgment, based on realities, of the progress of economic events.

RESOLUTIONS.

“1. The Assembly,

“Convinced of the inimical effect on international trade of arbitrary restrictions imposed by Governments;

“Noting that one of the ultimate objectives of Governments is a return to an international gold standard;

“Considering that, even before the re-establishment of such an international monetary standard becomes possible, effective steps might be taken with a view to the removal of impediments to the exchange of goods, and that such a removal is indispensable if the economic recovery of which signs are now apparent is to be developed;

“Considering that the recovery of international trade would be greatly assisted by the conclusion by as many countries as possible of bilateral agreements having for their object the application of a more liberal economic policy;

“Recognising, further, that the beneficial effects of such agreements would be more widespread when based upon the principle of the most-favoured-nation clause;

“Realising that Governments hesitate to enter into agreements of substantial duration if the circumstances in which they

were entered into may be subject to violent changes as the result of currency fluctuations:

“Recommends that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be power to take steps to revise the agreement at short notice.”

“2. The Assembly,

“After considering the report of the Joint Committee on Clearing Agreements:

“Takes note of the results arrived at by that Committee;

“And suggests that the Council should consider the desirability of organising in a suitable manner, in co-operation with the Bank for International Settlements, a consultation by competent persons with a view to—

“(1) Devising means for promoting the application of the suggestions made by the Joint Committee;

“(2) Studying any other projects or measures designed to extend international trade and give it greater freedom.”

“3. The Assembly invites the Council to arrange for the designation of a committee of legal and financial experts to examine the means for improving contracts relating to international loans issued by Governments or other public authorities in the future and in particular to prepare model provisions—if necessary, with a system of arbitration—which could, if the parties concerned so desired, be inserted in such contracts.

“The Committee should be authorised to obtain the co-operation of the International Institute at Rome for the Unification of Private Law as well of representatives of bondholders’ associations and consult such experts as it may deem desirable.”

“4. The Assembly, considering the importance in all countries of the agricultural problem, and the unanimously recognised necessity of seeking the promptest possible solution for it, which solution would do much to relieve the general depression, recommends that the Economic Committee of the League of Nations should resume consultations of agricultural experts such as those which have given interesting results in 1930 and 1931.”

(Adopted, 28th September 1935.)

(5) *Committees of the League of Nations.*

In accordance with the Assembly resolution of September 27th 1934, the Council invited a Special Committee to study the constitution and the practice and procedure of League Committees, with a

view to proposing any useful corrections, adjustments and improvements. The Second Committee, which has received the Special Committee's report, is in general agreement with that Committee's suggestions.

The Special Committee draws a clear distinction between the functions of initiative and co-ordination of governmental bodies and the functions of study and execution of expert bodies.

The Special Committee's recommendations are of two kinds: some relate in general to the status of expert bodies (Part IV (b) and (c) of the report), while others refer particularly to specific Committees.

A. The Second Committee proposes that the Assembly should approve the general suggestions relating to Committees contained in Part IV (b) and (c) of the report, subject to the necessary adjustments in the cases mentioned below, and should request the Council to take all steps to carry them out. The Second Committee regards these suggestions as a statement of principles which the Council could even adopt in the case of committees to which the study of the Special Committee does not refer.

B. As regards the particular proposals dealt with in Part V of the Special Committee's report, the Second Committee makes the following observations:

1. *Economic Committee*.—The Second Committee endorses the opinion expressed by the Special Committee.

2. *Financial Committee*.—Since the Council's attention has already been drawn to the question of the mandate of the Financial Committee, when it considered the hope expresssd by the fourteenth Assembly that it might prove possible for the Financial Committee to deal with problems of a more general order, including such as would be of direct concern to overseas as well as to European countries, and since the Council, on that occasion, decided to postpone a decision with reference to the most appropriate procedure for giving effect to the wishes of the Assembly until January 1937, the Second Committee is of the opinion that the question of the application of the statutory rules, the adoption of which it has recommended, to the Financial Committee should be considered when the Council on the above-mentioned date is called upon to reconsider the Committee's terms of reference.

3. *Communications and Transit Organisation*.—The Second Committee proposes that the Assembly should approve the Special Committee's suggestions and should request the Council to take steps to ensure their application.

4. *Health Organisation*.—The Second Committee, considering that an improvement in the Health Committee's present conditions of work is indicated, thinks the Assembly should take the Special Committee's proposal into consideration, but, since this proposal envisages a radical change in the existing constitution of the Health Organisation, it is important that, before any decision is taken, the Office international d'Hygiène publique should be consulted on the rôle which it would have to play. Since such consultation has not yet taken place, the Second Committee proposes to the Assembly that the normal procedure of examination should be followed, and that the enquiry in question should be addressed to the Office by the Council.

In order, however, to bring about an immediate improvement in the Health Committee's present position, the Second Committee proposes to the Assembly, as an internal change in the Health Committee, that the composition and duties of its Bureau should be transformed in such a manner that the regular work of the Health Organisation

between the annual sessions of the Committee will be carried on by a body possessing official responsibility—*i.e.*,

- (1) That the Bureau should be enlarged and should consist of:
 - The Chairman of the Health Committee;
 - The President of the Office international d'Hygiène publique (*ex:officio* Vice-Chairman);
 - Eight members, including the representatives of the Powers with a permanent seat on the Council (at present four);
- (2) That this Bureau, acting between the annual sessions of the Health Committee as its permanent section, should be endowed with all the duties and powers of that Committee as fixed by its Rules of Procedure.

Should this solution be found satisfactory, it could be maintained; on the other hand, other plans for reorganisation would be under consideration, in particular, the one referred to above after consultation with the Office international. Thus, should the proposed solution prove unsatisfactory in practice, another well-studied plan could be proposed at the 1936 Assembly.

5. *Opium and Other Dangerous Drugs.*—The Second Committee proposes that the Assembly should approve the Special Committee's suggestions and should request the Council to take steps to ensure their application.

6. *Social Questions.*—The Second Committee proposes that the Assembly should approve the Special Committee's suggestions and should request the Council to take steps to ensure their application.

7. *Intellectual Co-operation.*—The Second Committee endorses the opinion expressed by the Special Committee.

C. The Second Committee has given special consideration to the question raised by the Special Committee as to whether a new body having powers of initiative and co-ordination should be created for questions connected with economics, finance and communications. After a detailed study, the Committee considered that, under present circumstances, it would be advisable to postpone a decision on this subject.

It considers that, at a time of uncertainty, when the world is still unable to visualise clearly the future course of economic development, it would be premature to lay down the principles of a reorganisation of the methods of the League of Nations in economic matters, especially as the League already possesses, within the framework of the existing organs, possibilities to which it could have recourse in order to ensure the necessary initiative and co-ordination.

In this connection, the Second Committee would mention:

- (a) The resolution adopted on July 27th, 1933, by the Bureau of the Monetary and Economic Conference of London, under which an Executive Committee was created and authorised to take any initiative justified by circumstances;
- (b) The part already played by the Second Committee of the Assembly as an organ of initiative and co-ordination in economic matters, a part which might be further extended by a methodical preparation of its discussions by the Governments;
- (c) The direction and control exercised in a more continuous manner by the Council of the League. The Second Committee would point out that, under the provisions of the Covenant and the Rules of the Council, the Governments

represented on the Council can delegate the Ministers responsible for economic and financial affairs in order to deal with these questions. The Council is, moreover, entitled, in order to co-ordinate the work of the technical organisations, to appoint from among its members a committee including the rapporteurs on the questions under consideration. Lastly, the Council has always the right, of which it has often availed itself, to appoint committees of specially qualified experts to deal with particular problems.

DRAFT RESOLUTION.

“The Assembly adopts the report of the Second Committee”.

(Adopted, 28th September 1935.)

III.—Fourth Committee.

(1) *Financial Questions.*

I. INTRODUCTION.

1. It is with legitimate satisfaction that the Fourth Committee can observe how the finances of the League have resisted the upheavals that have shaken the most solid financial structures, or even brought about their collapse, since, the beginning of the prevalent world depression. There has been a shortage of revenue, which has increased arrears to dangerous proportions; there have been political upheavals, which have deprived us of contributions of special importance to the budget; and there have been monetary crises, which have dangerously affected the wealthiest treasuries. All these crises have passed over the budgets of the League without the Governments' finding the amount of their annual contributions appreciably affected by the serious consequences that have impaired the finances of many States. The reason is that the League's budgets are established on solid foundations, its administration is based on a sound organisation, and its control on rigid and strictly enforced regulations. Everything cannot be perfect; improvements are always possible and even necessary; but, generally speaking, it is fair to say that the stage of stabilisation has been reached, and that it would henceforward be dangerous to aspire to a policy of mass economies, which could not be pursued without sacrificing some of the essential activities of the League.

2. The situation for the current year is satisfactory. By August 31st, 1935, the expenditure estimates had been covered to the extent of 77.5% by receipts, of which 62.2% represented current contributions, and 15.3 arrears. At the same date last year, the total contributions received amounted to 65.7%, including 21% for arrears, while in 1930 the corresponding figures were 67.5% and 13.7%.

The payments made during the first eight months of 1935 represent the highest proportion that has ever been attained at that date. We may therefore expect that the accounts for the financial year will close without a deficit.

3. Furthermore, thanks to the efforts of the Committee appointed by the Fourth Committee in 1934 and to the co-operative spirit displayed by the Governments concerned, considerable progress has been made during the past year in the matter of contributions in arrears.

There is every reason to hope that in future, not only current contributions, but also payments in respect of arrears—reduced as they have been in proportion to the present payment capacity of the debtor States—will come in more regularly.

4. This difficult question may now be regarded as on the road to a settlement. Consequently, the main subjects of discussion in the Fourth Committee of the Sixteenth Assembly were again budgetary methods and the amount of Government contributions.

Fully realising the possible dangers to the financial equilibrium of the League of a too thorough policy of deflation, the Fourth Committee, in the light of the opinions of the Supervisory Commission, has succeeded in substantially reducing the charges imposed on Members of the League, while maintaining the League's administrative organisation intact, providing reasonable funds for its main activities and meeting considerable extra expenditure on a new humanitarian work.

The Committee has no doubt that the Assembly and the States represented therein will endorse its policy and associate themselves with its recommendations. These are, after all, prompted solely by anxiety to ensure that the League is on a sufficiently solid financial basis to be safe from any possible danger. Various favourable circumstances have enabled the Committee to make an appreciable reduction in the contributions of States Members for 1936, but it is not to be imagined that similar reductions can follow in successive years, unless the League is to be gradually deprived of its essential resources and so to perish of inanition.

II. ACCOUNTS FOR 1934.

5. The Committee has devoted special attention to the question of advances from the Working Capital Fund. Several of its members expressed themselves in favour of greater caution in granting the authorisations required by the Financial Regulations. By adopting the Supervisory Commission's proposals on the subject, the Committee has sought to strengthen the Assembly's control in this field.

Subject to these observations and decisions, the Fourth Committee unanimously recommends the Assembly to pass the League's accounts for 1934 in the form in which they are submitted.

III. BUDGET FOR 1936.

1. *General Considerations.*

6. Year follows year, and no two are alike. Sometimes, under the influence of a period of relative economic prosperity or of reductions already made in the League budget, the Committee, when making a more or less detailed examination of the estimates, effects reductions on particular items, varying in number and importance according to circumstances: sometimes, influenced by the anxieties of the moment, it endeavours to secure lump-sum reductions. This latter method is the one that has been followed this year, largely owing to the intervention of the first delegate of France.

7. A month before the Assembly began, he warned the Secretary-General that "the French Government will instruct its representative on the Fourth Committee of the next Assembly to press for such a reduction of expenditure in the 1936 budget as will permit of a reduction of 10% in the contributions of States Members".

In reply, the Secretary-General called attention to the considerable reductions that have been made in estimates and in actual expenditure between 1932 and 1936, amounting to 4,254,562 francs for the estimates; during the same period, expenditure has been reduced by 27·6% for the Secretariat, and 14% for the League as a whole. The Secretary-General added that, in spite of the loss of contributions from States leaving the League, the proposed contribution for 1936 would be slightly reduced as compared with 1935 in consequence of further savings, and the States Members would be spared the necessity of making good the share of the States leaving the League. This reduction would be equivalent to 8% of their contributions.

8. The French Government's proposal was officially laid before the Committee at the opening of the general discussion, and was followed at the next meeting by a counter-proposal pointing out the large savings effected in the estimates and recommending that the French Government's request should be considered when the budget for 1937 was drawn up. The Committee accordingly decided to refer the whole question to the Supervisory Commission for consideration and report.

9. In view of the necessary limitations of the present report, there is some danger that a summary of the general discussion might be a little arbitrary. To follow the whole development of the discussion, reference should be made to the minutes. Mention must, however, be made of certain remarks relating to noteworthy facts or questions of principle.

10. In the first place, the Secretary-General outlined the main features of the draft budget for 1936, which amounts to 29,090,856 gold francs, and shows a reduction of 13·6% as compared with the budget for 1932. Owing to a reduction of 1,548,808 francs as compared with 1935 and to the proposal to refund part of the 1934 surplus to the States, the budget unit for 1936 will be less than for 1935, notwithstanding the departure of two important States.

As far as the Secretariat is concerned, the saving on the 1935 budget is 121,633 gold francs; but, when it is borne in mind that certain increments due by contract have been offset by various reductions, the total saving effected will be found to be about 300,000 francs.

In conclusion, the Secretary-General emphasised the fact that the Fourth Committee was witnessing a continuation of the economy policy initiated three years ago and pursued with the full co-operation of the Supervisory Commission.

11. A great many delegates raised the question of salaries; the question, in so far as permanent contracts are concerned, was settled by the report of the Committee of Jurists in 1932, but delegates were unanimous in urging that wherever reductions were legally possible they should be made, and the Chairman of the Supervisory Commission assured them that the Commission would continue to exercise particular vigilance in this matter.

12. Other speakers again drew the Committee's attention to what it has become usual to call over-budgeting. As the Secretary-General himself pointed out, the budget included, each year, credits for essential purposes such as the unforeseen expenditure of the Council, the Conference for the Reduction and Limitation of Armaments, the Monetary and Economic Conference, and enquiries, on all of which items substantial economies had regularly been effected in the past. It was asked whether the time had not come to create a reserve

fund to remedy a position which, at the beginning, was partly justified by the inadequacy of the receipts in respect of contributions.

In reply to these observations, the Chairman of the Supervisory Commission reminded delegates that the provisions of Article 38(a) of the Financial Regulations, providing for the refund of surpluses to Members of the League, were designed to obviate certain disadvantages to which attention had been drawn in the course of the discussion. Furthermore, during the last nine years, the difference between the sum actually asked of Member States and the total amount of the contributions received represented a relatively insignificant amount, as it corresponded almost exactly to the amount of the surplus of the 1934 financial year. In the last place, the Supervisory Commission had always attached the greatest importance to avoiding a deficit. The risk of such a deficit would, however, be increased if the budget were too drastically cut.

13. In reply to an observation regarding the presentation of the budget, the Chairman of the Supervisory Commission stated that the latter would consider whether further improvements were possible, more particularly by the insertion of more numerous cross-references.

14. As regards the principle of a general reduction of 10%, it was pointed out that such comparatively modest estimates as those of the League of Nations were much more difficult to reduce than those of a national budget attaining a much more imposing total. The League budget had already been feeling the effects of the depression for some years past and, realising the new position, the administration had given full weight to the requests for economy put forward by the various States. For the most part, the amounts of the various items were governed by explicit decisions by the competent bodies. Was there not, in the last place, a danger of compromising the principles of stability and continuity which must govern the administration of international organisations? And does not the experience of recent years prove that the Assembly is too frequently inclined to reopen questions unanimously decided a few years previously?

2. *Report of the Supervisory Commission on the Reduction in Contributions for 1936.*

15. In pursuance of the decision to refer back the budget to the Supervisory Commission with a view to the reduction of contributions for 1936, the Commission drew up a report the conclusions of which provide for reductions in three directions:

	<i>Savings in gold francs.</i>
1. Postponement until 1937 of the construction of one of the wings of the International Labour Office building	700,000
2. Reductions in the budget :	
(a) Secretariat	400,000
(b) International Labour Organization . .	150,000
(c) Permanent Court of International Justice	200,000
3. Additional refunds to States	750,000
	500,000
Total reduction in contributions	1,950,000

16. As regards the last proposal, the difference between the estimated expenditure on the new buildings, due allowance being made for the various proposals submitted to the present Assembly, and the amount which it was calculated would be available at the end of 1936, was 800,000 gold francs, whereas the unallocated balance of the 1934 surplus amounts to 2,000,000. The Supervisory Commission therefore proposed to increase the refund to States out of the 1934 surplus from 988,442.77 to 1,488,442.77 gold francs, to pay 800,000 francs into the building fund, and to allocate the balance of 700,000 francs—to which would be added 300,000 francs representing payments on account of contributions in arrears up to December 31st, 1932—to the creation of a special guarantee fund, from which it would be possible to make good any deficiencies in the credits in the budgets of the Secretariat and the Permanent Court of International Justice, which have been reduced by 400,000 and 200,000 francs respectively.

In the view of the Supervisory Commission, the creation of this new fund in deference to suggestions put forward in the Fourth Committee should in future make it possible to carry the policy of curtailing credits even further, and thus permit of further reductions in the budgets of all Member States.

17. Subject to explanations and observations to be found under the appropriate heads of the present report, the Fourth Committee adopted the Supervisory Commission's additional report, and proceeded to examine the details of the reduced budget.

3. Secretariat.

18. It was recognised that it would be desirable to include in the budget fuller explanatory notes with a view more particularly to showing, whenever there are important changes from one year to another, how new credits differ from the old or from the sums actually expended during the previous year. The Chairman of the Supervisory Commission promised that, in the 1937 budget, everything should be done to meet the Committee's desires in this respect.

19. The Committee decided by a majority vote to maintain the credit of 10,400 francs included in the budget for the purpose of making a personal allowance of 2,600 francs to four Secretariat Counsellors as a recognition of the exceptional value of their work.

20. The Committee's attention was drawn to certain Secretariat publications which show great improvement. The falling-off in the receipts of the Sales Service was entirely due to the depression, and more particularly to the depreciation of most other currencies in terms of the Swiss franc. Though there was no desire to urge the general circulation of publications to delegations, the hope was expressed that members of the Fourth Committee would do something to promote the circulation in their own countries of such publications as might interest them and that for this purpose they should be supplied with the necessary copies by the Secretariat.

21. Subject to the reduction of 400,000 francs voted in consequence of the adoption of the Supervisory Commission's additional report, the Secretariat budget was approved.

4. International Labour Organisation.

22. In his initial statement, the Director pointed out that the International Labour Organisation's budget for 1936, as prepared by the Governing Body, was marked by two new features. In the first

place, as a result of the contributions which will be paid by States not Members of the League of Nations, the sum to be paid by the States Members will be reduced by 1,539,000 francs, or a reduction of 7·4% in the contribution of each Member as compared with 1935, although no contribution can be expected next year from Germany. Moreover, assuming, as is probable enough, that the budgets for 1937 and the succeeding years remain at about the same level as regards normal expenditure, it will be possible to maintain this reduction in subsequent financial periods.

23. The other feature of the budget is an increase of 1,837,000 francs in expenditure, of which 537,000 francs are for ordinary current expenses and 1,300,000 francs for the construction of annexes to the International Labour Office building.

24. As regards the Supervisory Commission's proposals, the Director was prepared to agree to a reduction of 150,000 francs in ordinary expenditure in view of the general demand for economy. The Director finally accepted the suggestion to spread the proposed building operations over two years. He pointed out, however, that to make the necessary financial provision during the year 1936 would have had advantages in that contributions had been received from three non-member States in respect of more than one financial period, a situation which would not recur. He only came round to the Supervisory Commission's view because the spreading of the work over two years would enable the building to be carried on without interruption. He also pointed out that the adoption of this system would undoubtedly have the effect of increasing the contributions of the Members of the League of Nations to the International Labour Organisation in 1937.

25. Subject to the reduction of 850,000 francs proposed by the Supervisory Commission, the budget of the International Labour Organisation was approved.

5. Permanent Court of International Justice

26. The Registrar of the Court pointed out that two budgets had been communicated to the Assembly, one corresponding to the present situation and the other to that which will arise if the amendments to the Statute of the Court at present in suspense enter into force in 1936. The first of these budgets is submitted to the Committee's approval, but—as for some years past—it is understood that if, as at present seems probable, the revised Statute comes into force at the beginning of next year, the Registrar will be entitled to make the necessary transfers from one budget to the other.

27. Until 1931, the budget contained items which gave it a certain degree of elasticity. On the Registrar's own proposal, however, these items were eliminated and at present there is no over-budgeting. It is true that economies have been effected in the last few years owing to the fact that the budget was necessarily based on a maximum number and length of the sessions of the Court, whereas in practice the latter has sometimes had a less heavy programme of work. This difference between the estimates and the results of the last financial periods has enabled the Registrar to accept the aggregate reduction proposed in the Supervisory Commission's report, on the understanding that, if necessary, the Court could have recourse, within the limits of the budget, to the 200,000 francs reserved for the Court in the special guarantee fund.

28. Subject to the reduction of 200,000 francs in the total of the first chapter proposed in the Supervisory Commission's report, the budget of the Court was adopted without modification.

6. Other Parts of the Budget.

29. The subsidy of 250,000 francs¹ to the Nansen International Office for Refugees, which corresponds to the sum entered for 1936 in the winding-up plan, was approved.

30. As regards the credit of 2,334,000 francs for buildings at Geneva, the Committee was informed that there was reason to anticipate a considerable increase in general costs of personnel and material when the Secretariat was settled in the new building. Thanks to the rationalisation measures adopted, this increase will, however, be much less than the difference in area and cubic space of the new building as compared with the old.

31. The other parts of the budget were also adopted without any other modification than that arising in the case of pensions from the reduction in the number of fresh posts in the International Labour Office budget.

IV. DISPOSAL OF THE SURPLUS FROM THE 1934 BUDGET.

32. In accordance with the recommendations submitted to it by the Supervisory Commission in its first report and its additional report, the Fourth Committee recommends the Assembly to allocate the 1934 surplus as follows:

	Gold francs.
1. Payment to the Pensions Fund, as recommended on page 94 of the Auditor's Report	74,242.15
2. Payment to the Fund for Exchange Losses to complete the amortisation of the losses sustained in 1933	815,956.81
3. Payment to the Building Fund	800,000.00
4. Payment to the Special Guarantee Fund (see paragraph 16 above)	700,000.00
	<hr/>
	2,390,198.96
Surplus returnable to States under Article 38 (a) of the Financial Regulations	1,488,442.77
	<hr/>
Total	3,878,641.73

V. THE SUPERVISORY COMMISSION'S REPORTS.

33. Except as regards two questions, referred to in paragraphs 34 and 35 hereunder, which the Fourth Committee requested the Supervisory Commission to re-examine, it adopted the conclusions of the various reports of the Supervisory Commission.

34. As regards Article 16(a) of the Financial Regulations, some members of the Fourth Committee wondered whether it would not be advisable to require a two-thirds majority for the *adoption* of supplementary credits by the Fourth Committee. Experience shows that, in the case of new credits submitted after the period of one month before the opening of the Assembly provided in the Regulations, the

¹ Increased by the adoption of the Supplementary Credits, to 270,000 francs.

Fourth Committee frequently hesitates to pronounce against adjournment to the following session, because it does not possess sufficient information to form an opinion. The vote on the question whether "the barrier should be raised" is consequently easily obtained and there would be no serious objection to a simple majority vote. Would it not be advisable, therefore, to strengthen control by making the vote more difficult when the question returns to the Fourth Committee with the preliminary opinion of the Supervisory Commission?

35. As regards the question of the recruitment and promotion in the scale of members of section, the Fourth Committee had before it a counter-proposal by the Polish delegation providing for a basic salary and periodical increments lower than the figures proposed by the Supervisory Commission. A number of delegations endorsed this proposal in view of the economy which would be obtained by adopting such a scale and the interest which they attach to any possible reduction in the scales of salary.

As regards the basic salary, the Secretary-General pointed out that, for reasons which he and his predecessor had on many occasions explained to the Fourth Committee, he frequently experienced considerable difficulty in recruiting persons possessing the experience and qualifications required to perform the duties of members of section and prepared to leave their own countries, even at the basic figure recommended by the Supervisory Commission.

The Polish delegate explained that his proposal was in keeping with the general scheme of the Supervisory Commission's proposal, and he was quite willing that it should be studied with a view to a report to the next Assembly. It was agreed that this should be done.

36. In connection with the voting of supplementary credits for the new building, the question of the Library, which had been built thanks to the generous gift of Mr. John D. Rockefeller, Jr., was raised. The Secretary-General and the Chairman of the Supervisory Commission explained that, as a result of the depreciation of the United States currency, in which the gift had been made, it had been found necessary to adjust the expenditure incurred to these reduced resources. It had accordingly been decided by the administration, in view of financial difficulties, that, in order to effect the necessary economy both in construction expenses and in running costs, the completion of the large rooms on the first floor and of the third floor should be postponed.

37. As regards the construction of the building itself, the Secretary-General said that, owing to certain differences of opinion among the architects, he had not yet received plans for the fitting-up of the Assembly Hall, the lobby, and the Council Room. As the time-limit he had allowed the architects had now expired, the Secretary-General reserved the right to take such steps as he considered expedient, in accordance with Article VI of the Architects' Contract.

38. The Supervisory Commission's report on the supplementary credits was approved, after a majority vote had been taken on the new items for intellectual co-operation and the settlement of the Assyrians of Iraq. Certain general considerations were raised in opposition to this latter credit, and emphasis laid on the comparatively large sum involved.

The credit was finally passed after mention had been made of the very special reasons in its favour.

VI. FIFTH REPORT BY THE ADMINISTRATIVE BOARD OF THE STAFF PENSIONS FUND.

39. The Committee examined the fifth report to the Assembly of the Administrative Board of the Staff Pensions Fund and noted the explanations given by its Chairman, M. Rappard, on the manner in which the Fund had been administered during the past year. M. Rappard called attention to the difficulties in connection with the investments of the Fund, the loss of interest and the depreciation of its securities. These difficulties, the inevitable result of the general financial and monetary uncertainty, were partly overcome thanks to the invaluable aid of the Investment Committee, to whom the Chairman paid a warm tribute.

40. The Committee recognised that the initial deficit in the actuarial reserve, which amounted to over six million francs, was being amortised over a period of thirty years by an annual credit of four hundred thousand francs. It had been realised from the beginning that this shortage in the Fund was inevitable, as the Assembly had decided, when establishing the Fund, to make admission to it retrospective from the date of original employment. But the Committee expressed serious concern regarding the losses on investments which had occurred either through sales at a lower level than the price at which the securities were bought or through the depreciation of securities still held by the Fund. It was suggested that there was no reasonable prospect at present of $4\frac{1}{4}\%$ interest being realised on investments the capital of which would be perfectly secure. Moreover, unless $4\frac{1}{4}\%$ were in fact earned, the arrangements for the amortisation of the initial deficit would be vitiated.

41. The Committee therefore noted with satisfaction that the Administrative Board had decided that a fresh actuarial valuation of the Fund should be made early in 1936 and that a report containing a complete statement of the position and taking into full account these several factors should be put before the Assembly at its next ordinary session. It will then be possible to determine what action, if any, can be taken to remedy effectively a situation which must be a matter of grave anxiety and concern.

42. The Committee notes that M. Constantin Fotitch, who has been transferred to a new post, has been obliged to resign, and wishes to address to him its thanks and to express its warm appreciation of the manner in which he has represented the Assembly on the Administrative Board.

VII. MISCELLANEOUS APPOINTMENTS.

43. After a vote by ballot, the Fourth Committee proposes to the Assembly that the following be elected members of the Supervisory Commission for the period ending December 31st, 1938:

As a regular member: M. C. PARRA-PEREZ.

As substitute members: M. Georges DE OTTLIK;

M. Jan MODZELEWSKI.

44. It also proposes that the following be appointed to the Administrative Board of the Staff Pensions Fund for the period ending December 31st, 1936:

As a regular member: Mr. Francis T. CREMINS.

As substitute member: M. C. VAN RAPPARD.

VIII. DRAFT RESOLUTIONS.

45. The Fourth Committee has accordingly the honour to propose that the Assembly adopt the following resolutions:

1. "The Assembly, under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the sixteenth financial period, ended December 31st, 1934."

2. "The Assembly,

"Under Article 17 of the Regulations for the Financial Administration of the League of Nations;

"Passes for the eighteenth financial period ending December 31st, 1936, the budget of the League of Nations, amounting to 28,279,901 francs:

"And decides that the aforesaid budget shall be published in the *Official Journal*."

3. "Except on the question of the recruitment and promotion in the scale of members of section, the Assembly adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration."¹

It decides therefore to amend Article 22 of the Regulations for the Financial Administration of the League of Nations to read as follows:

"1. States not Members of the League which have been admitted members of any organisation of the League shall contribute towards the expenses of the organisation concerned in the proportion in which they would contribute to such expenses if they were Members of the League.

"The contributions of States not Members of the League, which shall be calculated on the total outlay of the organisations to which they have been admitted members, shall be applied exclusively to the expenses of such organisations.

"2. The amounts receivable in accordance with paragraph 1 shall be shown separately in the budget: they shall be entered as revenue in the budget for the financial year for

¹ These conclusions relate to the accounts for the financial year 1934; budget for 1936; disposal of 1934 surplus; form of the budget; transfer of officials from the Staff Provident Fund to the Pensions Fund: Articles 22 and 23 (1) (a) of the Financial Regulations; future disposal of the building now occupied by the Secretariat; increase in the League contribution to the Nansen International Office for 1936; supplementary credit for the construction of the new League building; reduction of contributions of States Members for 1936; supplementary credits; and the creation of a reserve fund.

which they have been fixed, and shall be applied to reduce the sums to be contributed by the Members of the League. They shall be collected by the autonomous organisations themselves, which shall, in so doing, be guided by the rules laid down in Article 21; the competent officials shall supply the Secretary-General with the necessary information as to the results obtained.

3. The provisions of the first clause of paragraph 1 shall not apply to the case of a State not a Member of the League which accepts an invitation to participate in the work of a League organisation without any condition as to contributing to the expenses of the organisation.

4. The amounts receivable in accordance with paragraph 3 shall, when received, be applied to reduce the total sum chargeable for the following year to the Members of the League. "The Secretary-General shall secure that the amounts referred to in the previous clause are collected."

And to complete Article 23 by the addition of the following paragraph (1)a:

"The same shall apply to the contribution payable to the expenses of the Permanent Court of International Justice, under Article 35, paragraph 3, of the Statute of the Court, by States, which are parties to disputes before the Court and are not Members of the League of Nations."

4. "The Assembly:

"Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1935:

"Takes note of the report of the Consulting Actuary on the second valuation of the Fund:

"Decides that, for the time being, the Fund shall be valued annually by the Consulting Actuary;

"Decides to amend as follows the last passage of Article 1, paragraph 1, of the Staff Pensions Regulations:

" . . . and after a medical examination showing that the official is in good health at the time of his appointment, that he is free from any defect or disease likely to interfere with the proper discharge of his duties, and that there is no record of disease in his past medical history or clearly marked predisposition to any disease likely to cause premature invalidity or death';

"Adopts the accounts of the Fund as submitted by the Auditor;

"And decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1936 shall be 9% of the pensionable emoluments of the members of the Fund."

5. "The Assembly appoints to the Supervisory Commission, for the period ending December 31st, 1938:

"As a regular member, M. C. PARRA-PEREZ:

"As substitute members, M. Georges DE OTTLIK and M. Jan MODZELEWSKI."

6. "The Assembly appoints to the Administrative Board of the Staff Pensions Fund, for the period ending December 31st, 1936:

"As a regular member, Mr. Francis T. CREMINS;

"As substitute member, M. C. VAN RAPPARD."

7. "The Assembly adopts the present report of the Fourth Committee."

(Adopted, 28th Sept. 1935.)

Annex.

BUDGET FOR 1936, AS SUBMITTED TO THE ASSEMBLY BY THE FOURTH COMMITTEE.

	Original credit.	Reductions.	Increases.	Total.
Secretariat . . .	14,919,755	400,000	71,880 ¹	14,591,635
International Labour Office	7,402,871	850,000	146,579 ²	6,699,450
Permanent Court . . .	2,521,200	200,000 ³	..	2,321,200
Opium (Committee) . . .	118,513	..	950	119,463
Nansen Office . . .	250,000	..	20,000	270,000
Buildings . . .	2,334,000	..	..	2,334,000
Pensions . . .	1,544,517	5,364 ⁴	5,000	1,544,153
Assyrians of Iraq . . .	—	..	400,000	400,000
 Total . . .	29,090,856	1,455,364	644,409	28,279,901

Swiss francs.

¹ Supplementary budget	33,331
Committee on the Allocation of Expenses	21,500
Committee for the Settlement of Contributions in Arrears	11,999
Intellectual Co-operation	6,000

Total 72,830

Less—
Reduction on account of salaries 950

Net total 71,880

² Due to the *reduction* in the contributions of non-member States.

³ Reduction due to the creation of the Special Guarantee Fund.

⁴ Reduction due to the suppression of ten posts in the International Labour-Office.

Contributions in arrear.

The following resolution was adopted by the Assembly on September 27th, 1934, on the proposal of the Fourth Committee:

"The Assembly decides to appoint a Special Committee, which would sit at intervals from now until the next session of the Assembly and which would have full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932. This Special Committee, which is also entrusted with the study of the questions referred to it by the Fourth Committee, will be composed of the following members:—

"Count CARTON DE WIART (Belgium);
 "Sir F. PHILLIPS (United Kingdom);
 "M. CASTILLO NAJERA (Mexico);
 "M. C. J. HAMBRO (Norway);
 "M. Stefan OSUSKY (Czechoslovakia)".

The Special Committee was first presided over by M. Castillo Najera, and, on his resignation, by M. Hambro.

M. César ZUMETA (Venezuela) was appointed by the Fourth Committee of the present Assembly to fill the vacancy on the Committee.

The Special Committee has presented two reports (documents A.15 and A.73.1935.X), which have been communicated to the Assembly.

The Fourth Committee has examined these reports and, with the exception of Part D (payment of interest) of the first report, which is postponed for consideration next year, has approved the recommendations made therein.

With regard to the settlements (four in the first and six in the second report) which have been proposed, the Fourth Committee wishes to emphasise that they have only been made on the understanding that failure to pay the current contribution as well as an instalment under the arrangement for settlement of arrears will *ipso facto* cancel the arrangement and revive the debt in full.

With these observations, the Fourth Committee agreed to propose to the Assembly the adoption of the following resolution:—

"The Assembly:
 "Adopts the two reports of the Special Committee on Contributions in Arrear as approved by the Fourth Committee;
 "Notes with satisfaction that, as a result of the work of the Special Committee, settlements have been reached with certain States for the payment of their arrears;
 "Invites the Special Committee as at present constituted¹ to continue its tasks and to present a report to the Assembly at its seventeenth session."

(Adopted, 28th September 1935.)

¹ M. C. J. HAMBRO (Norway), Count CARTON DE WIART (Belgium), Sir, Frederick PHILLIPS (United Kingdom), M. Stefan OSUSKY (Czechoslovakia), M. Cesar ZUMETA (Venezuela).

ANNEX 1.

Committee for Settlement of Contributions in Arrear.

FIRST REPORT TO THE 1935 ASSEMBLY.

The Assembly, at its fifteenth ordinary session, decided to appoint a special Committee to negotiate and conclude arrangements with States for the settlement of their debt in respect of arrears outstanding at the end of 1932.

The Assembly's decision is contained in the following extract from its resolution adopted on September 27th, 1934:

"The Assembly

"Decides to appoint a special Committee, which would sit at intervals from now until the next session of the Assembly and which would have full power, subject to ratification by the next Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932. This special Committee, which is also entrusted with the study of the questions referred to it by the Fourth Committee, will be composed of the following members:—

Count Carton de Wiart (Belgium);

M. Stefan Osusky (Czechoslovakia);

Sir F. Phillips (United Kingdom);

M. Castillo Najera (Mexico);

M. C. J. Hambro (Norway)."

M. Castillo Najera was elected Chairman, and M. Hambro Rapporteur.

The question of contributions in arrear has been a matter of concern to the Assembly for many years, and has become more serious in recent times as a result of the grave economic crisis which has adversely affected the finances of so many of the Member States since 1930. The Committee thinks it desirable, however, at the beginning of its report to set out the matter in its true proportions. Down to the end of 1934, the actual arrears of contributions represent 7·3% of the total budgets of the League, of which 3% represents arrears in respect of the years 1933 and 1934.

To judge by previous experience, it may reasonably be assumed that further payments will be received representing about a half of the sum outstanding. In other words, the real irrecoverable arrears represent from 3 to 4% of the total contributions which the League has claimed from its Member States.

This small percentage represents, however, a very substantial sum, which now equals approximately one-half of a year's expenditure. Moreover, the existence of arrears tends to lead to ill-feeling

between Member States, which it is in every way desirable to avoid. Further, arrears complicate the League's finances, making it difficult or impossible to secure the preparation and execution of closely balanced budgets.

In accordance with the terms of the Assembly resolution, the Committee invited the Member States in arrear for the years 1920-1932 to make proposals with a view to the equitable settlement of their debt. The majority of these Member States made proposals in writing and by personal representations; others expressed the view that they were not in a position to make any proposal at present; but practically all considered they were over-assessed—a view urged even by those Member States which had recently been granted substantial reductions in the number of units allotted to them.

The Committee submits a detailed report in respect of every Member State in arrear; its functions (except in the special case of China, which it examined in collaboration with the Allocation Committee) did not include consideration of the scale of payments in the future, and it informed the representatives who appeared before it to that effect. Incidentally, however, the Committee had occasion to examine the claim of some Member States that the allocation of one unit applied to them was excessive, and came to the conclusion that it could not support a proposal for the allocation of less than one unit to any State.

The Committee's functions were specifically limited to the examination of arrears outstanding for the years 1920-1932. For obvious practical reasons, however, it did not feel itself precluded from examining also the position in respect of 1933 and 1934 in certain cases, where this course was clearly necessary in order to arrive at an equitable settlement.

It was not to be anticipated that this vexed question of arrears, which previously had been considered year after year by competent Committees, could be settled with the Member States concerned immediately and with their full agreement. The Committee feels that, although progress has been made, ultimate success will necessitate delicate, constant and probably protracted negotiations.

The Committee has held four sessions, during which it has interviewed the representatives of the following States: Chile, China, Cuba, Honduras, Panama, Peru, Uruguay.

The following States sent written proposals, but were not represented before the Committee: Guatemala, Liberia, Nicaragua.

As regards the following States, the Committee has no proposal to make for the reduction or settlement of arrears; it can only recommend that they should be requested to pay the balances due by them without further delay: Bulgaria, Germany, Hungary, Salvador.

The following States neither sent proposals nor were represented before the Committee: Bolivia, Paraguay.

On September 27th, 1934, arrears for the periods 1920-1932 were as follows:

ARREARS DUE FOR PERIODS 1920-1932 ONLY.

Position as on September 27th, 1934.

A. *Consolidated arrears:*

		Period.	Gold francs.
China	1922-1930	7,767,133.92	
Honduras	1920-1922	55,326.58	
Nicaragua	1920-1922	48,061.45	
Paraguay	1920-1922	15,370.80	
Salvador	1919-1922	6,087.62	
	Total A .		7,891,980.37

B. *Arrears immediately payable:*

Germany	1932	673,258.22
Bolivia	1923-1932	1,045,110.83
Bulgaria	1932	14,923.47
Chile	1930-1932	903,663.26
China	1931-1932	1,491,868.79
Cuba	1930-1932	607,717.92
Guatemala	1929-1932	77,998.44
Honduras	1923-1932	242,580.58
Hungary	1932	208,825.54
Liberia	1930-1932	52,989.80
Nicaragua	1923-1932	205,161.90
Panama	1931-1932	62,343.05
Paraguay	1927-1932	129,932.68
Peru	1920-1932	2,519,844.93
Salvador	1930	17,826.07
Uruguay	1930-1932	522,573.43
	Total B .	8,776,618.91
	Grand total .	16,668,599.28

Since September 27th, 1934, the following payments in respect of the above arrears have been received¹:

	Period.	Gold francs.
Guatemala	1929-30	14,907.26
Hungary	1932	135,000.—
Liberia	1930-31	14,637.70
Salvador	1930	12,275.—
		176,819.96

The situation to-day, which shows no substantial reduction except in the case of Hungary, is therefore as follows:—

ARREARS DUE FOR PERIODS 1920-1932 ONLY.

Position as on Date of Report.

A. Consolidated arrears:

	Period.	Gold francs.
China	1922-1930	7,767,133.92
Honduras	1920-1922	55,326.58
Nicaragua	1920-1922	48,061.45
Paraguay	1920-1922	15,370.80
Salvador	1919-1922	6,087.62
Total A		7,891,980.37

¹ Certain States in arrear in respect of years previous to 1933 have, however, made payments in respect of 1933, 1934 and 1935, *viz.*:

	1933	1934	1935
States.		Gold francs.	
Bolivia	—	121,728.75	—
Chile (see footnote, page 4)	—	—	194,721.40
Cuba	—	160,790.40	—
Honduras	—	—	7,294.75
Nicaragua	1,273.71	3,576.39	3,060.45
Panama	—	11,308.45	15,147.37
Peru	—	121,975.—	—
Salvador	—	27,369.80	30,038.55

B. *Arrears immediately payable:*

Germany	.	.	.	.	.	.	1932	673,258.22
Bolivia	.	.	.	.	.	.	1923-1932	1,045,110.83
Bulgaria	.	.	.	.	.	.	1932	14,923.47
Chile	.	.	.	.	.	.	1930-1932	903,663.26
China	.	.	.	.	.	.	1931-1932	1,491,868.79
Cuba	.	.	.	.	.	.	1930-1932	607,717.92
Guatemala	.	.	.	.	.	.	1931-1932	63,091.18
Honduras	.	.	.	.	.	.	1923-1932	242,580.58
Hungary	.	.	.	.	.	.	1932	73,825.54
Liberia	.	.	.	.	.	.	1931-1932	38,352.10
Nicaragua	.	.	.	.	.	.	1923-1932	205,161.90
Panama	.	.	.	.	.	.	1931-1932	62,343.05
Paraguay	.	.	.	.	.	.	1927-1932	129,932.68
Peru	.	.	.	.	.	.	1920-1932	2,519,844.93
Salvador	.	.	.	.	.	.	1930	5,551.07
Uruguay	.	.	.	.	.	.	1930-1932	522,573.43
							Total B	8,599,798.95
							Grand total	16,491,779.32

A. PARTICULARS OF ARREARS DUE BY THE VARIOUS STATES.

1. *Germany.*

The contributions in arrear due by Germany amount to 3,403,412.32 gold francs, namely:—

								Gold francs.
1932	.	.	.	.	.	.	.	673,258.22
1933	.	.	.	.	.	.	.	326,011.35
1934	.	.	.	.	.	.	.	2,404,142.75
								3,403,412.32

The amount due for the part of 1935 during which Germany will remain a Member of the League is 1,921,177.75 gold francs.

The total amount payable by Germany is therefore 5,324,590.07 gold francs.

The Committee does not think it necessary to make any recommendation in this case, since the full amount will be payable in accordance with the terms of Article 1 of the Covenant, before Germany withdraws from the League.

2. *Bolivia.*

The Committee has been informed by the Bolivian representative that, owing to the disturbance in Bolivia's finances resulting from the prolonged war which has recently come to a close, the Bolivian Government is for the moment unable to put forward any proposals for the settlement of its debt.

The Committee fully appreciates the present difficulties of this country and abstains from making any further observation, since it understands that the Bolivian delegate may be in a position to make definite proposals for the settlement of arrears at the coming session of the Assembly.

Moreover, Bolivia is expected to refund to the League the sum of 153,947.30 gold francs in respect of its share in the expenses of the Commission of Enquiry sent to the Chaco territory.

(See footnote page 100.)

3. *Bulgaria.*

Since the arrears due up to the end of 1932 amount to 14,923.47 gold francs, the Committee has not considered it necessary to propose any special arrangement for the payment of this debt, which might be settled immediately.

It notes that the contributions for the years 1933 and 1934 are also overdue and that no payment has been made for the current year.

4. *Chile.*

The debt due by Chile is as follows:—

	(Position as on date of report)	Gold francs.
1930	•	16,150.94
1931	•	427,659.—
1932	•	459,853.32
1933	•	462,229.97
1934	•	223,975.60
		1,589,868.83

The Committee, after considering the proposal and the explanations of the Chilean representative, agreed to recommend a settlement on the following basis:—

- (a) An immediate cash payment of 330,000 gold francs, to be accepted as a final settlement of the debt for the years up to the end of 1933;
- (b) The contributions still due for the years 1934 and 1935 to be paid in full.

This arrangement was made on the clear understanding¹ that the whole sum payable by Chile would be received by the League before the end of 1935.

(See footnote page 100).

¹On July 31st, 1935, the Chilean Government paid the sum of 631,905.95 francs thus liquidating its debt up to the end of 1935 if the arrangement proposed is approved by the Assembly.

5. *China.*

The request of the Chinese representative on the Fourth Committee of the 1934 Assembly for the reduction of China's contributions was referred by the Assembly to the Committee on Allocation of Expenses and the special Committee on Contributions in Arrear. The joint report of the two Committees, dated December 12th, 1934, has already been circulated to the Members of the League in document C.76.M.32.1935.II.A, which contains the following recommendations:—

- “1. The Chinese contribution shall be fixed at 42 units as from the year 1935 and until a new scale is applied.
- “2. Arrears for 1931, 1932, 1933 and 1934 are annulled.
- “3. The amount of the consolidated arrears still chargeable to China under the agreement approved by the 1930 Assembly shall be paid in thirty equal annuities, the first to mature in 1935.”

The joint report terminated as follows:—

“These conclusions as a whole were submitted to the Chinese representative. He undertook to transmit them immediately to his Government and to communicate the Chinese Government's reply by December 31st, 1934.”

The Chinese Government's reply, which reached the Secretariat too late for inclusion in the joint report, was to the following effect:—

- 1. Acceptance of the first two recommendations;
- 2. Request for a modification of the third recommendation in the following terms

“The amount of the consolidated arrears still chargeable to China under the agreement approved by the 1930 Assembly shall be reduced by one-quarter and the balance of three-quarters shall be paid in forty-five equal annuities as from 1935.”

The mandate of the Allocation Committee having expired on December 31st, 1934, the Arrears Committee was faced by the new situation created by the Chinese Government's reply.

After obtaining the views of the Chairman of the former Allocation Committee, the Arrears Committee felt that it was obliged, in the interests of the League, to consider the new Chinese proposal, which in effect concerned only the consolidated arrears.

Bearing in mind the serious economic situation in which China finds itself to-day as the result of an unparalleled series of misfortunes, and convinced that it is of importance to the League to effect a final settlement which would be within the power of the Chinese Government to execute, the Committee has decided to recommend to the Assembly that China should be treated as an exceptional case and that the modification proposed by the Chinese Government should be accepted. The actual amounts involved by the joint recommendations

of the two Committees and by the proposal of the Chinese Government are shown in the following statement:—

A. Recommendations of Allocation Committee and Committee on Contributions in Arrear (document C.76.M.32.1935.II.A).

	Reduction (gold francs).
1. Reduction of annual contributions from forty-six to forty-two units; in 1935	121,178.55
2. Arrears for years 1931, 1932, 1933 and 1934 to be cancelled	2,956,266.53
3. Balance of consolidated arrears—i.e., 7,767,133.92 gold francs—to be paid in thirty years instead of sixteen. The annual instalment to be 258,904.46 gold francs instead of 485,445.86 gold francs	..
	<hr/>
Total	3,077,445.08

B. Counter-proposal by Chinese Government.

1. Acceptance of reductions 1 and 2 as above.	
2. Reduction of balance of consolidated arrears by 25 per cent.—, i.e., from 7,767,133.92 to 5,825,350.44 gold francs	1,941,783.48
3. Payment of balance of consolidated arrears to be spread over forty-five years—i.e., the annual instalment to be 129,452.23 instead of 485,445.86 gold francs as decided by the 1930 Assembly	
	<hr/>
Total reduction if Chinese proposal is accepted	5,019,228.56

6. Cuba.

The arrears of Cuba up to the end of the year 1932 are:—

	Gold francs.
1930 (balance)	36,286.80
1931 (full amount)	275,367.38
1932 (full amount)	296,063.74
	<hr/>
	607,717.92

The Cuban representative made the following proposal to the Committee:—

1. Cancellation of the balance due for 1930;
2. Reduction of the amounts due for 1931 and 1932 by 50%;
3. Payment of the balance of 285,715.56 gold francs in ten annual instalments of 28,571.55 gold francs.

The Committee would have been prepared to agree to this proposal if the Cuban representative had also given some assurance regarding the liquidation of the arrears due for 1933 and 1934.

The Cuban representative, however, was unable to give any such assurance, and, moreover, made the reservation that his Government was not prepared to carry out the arrangement proposed in the event

of any other State obtaining a more favourable settlement of its arrears than Cuba.

The Committee decided that it could make no recommendation for the settlement of Cuba's debt so long as the Cuban Government maintained its reservation.

(See footnote page 100).

7. *Guatemala.*

The arrears due are as follows:—

													Gold francs.
1931	.	.	.	.	.	.	.	.	.	.	.		30,096.21
1932	.	.	.	.	.	.	.	.	.	.	.		32,994.97
1933	.	.	.	.	.	.	.	.	.	.	.		33,016.43
1934	.	.	.	.	.	.	.	.	.	.	.		30,432.20
													126,539.81

The Government of Guatemala has proposed by letter that all arrears should be reduced by 50% and that the same reduction should be made for 1935. It suggested that the debt to the end of 1934 should be paid by monthly instalments of 300 quetzal¹ (approximately 900 gold francs)—that is to say, over a period of thirteen years.

It also proposed an immediate payment of 5,000 quetzal (approximately 15,000 gold francs) for 1935.

The Committee did not feel justified in accepting this proposal. It was unable to negotiate, as the Government of Guatemala did not appoint a representative.

8. *Honduras.*

The debt due by Honduras up to the end of 1934 amounts to 361,355.79 gold francs.

After receiving the detailed explanations of the representative of Honduras regarding the situation of his country, the Committee decided that it would be reasonable, in all the circumstances, to recommend the reduction of the debt of Honduras by 75%, thus leaving a balance due of 90,338.95 gold francs, to be liquidated over a period of twenty years by annual instalments of 4,516.95 gold francs. The representative of Honduras being unable to accept this arrangement in the name of his Government and having, moreover, requested that the annual contribution of his country, fixed at one unit, should be reduced by more than 75%, the Committee decided that it could not make any recommendation.

(See footnote page 100).

9. *Hungary.*

The Committee appreciated the intimation of the Hungarian Government that it would pay 20,000 gold francs a month, and accordingly it is expected that the arrears for the year 1932 will be

¹ Average rate in 1934: 1 quetzal = 3 gold francs.

fully paid by the end of October. Thereafter, the monthly remittance will be applied to further arrears which have accrued for the years 1933 and 1934.

The Committee has not discussed the question with the representative of Hungary, since it was concerned only with arrears for the years prior to and including 1932, but it would emphasise the need for the payment of current contributions as well as arrears.

10. Liberia.

The arrears due are as follows:—

	Gold francs.
1931	4,772.92
1932	33,579.18
1933	33,016.43
1934	30,432.20
	101,800.73

At the last ordinary session of the Assembly, the Liberian delegate gave the Sub-Committee on Arrears an undertaking to obtain the payment of the current contribution, together with part of the arrears (document A.49.1934.X, page 8).

Although small monthly payments are being regularly made, they have not been sufficient either to liquidate the debt or to pay the current contribution.

The Liberian Government has now proposed that the arrears due for the periods up to the end of 1932, amounting to 38,352.10 gold francs, should be liquidated by payments spread over five years and that the contributions for later periods should be paid by monthly instalments.

The Committee recommends the acceptance of the proposal for the liquidation of the arrears, but at the same time wishes to observe that the Liberian Government should be requested to increase the amount of its monthly payments, which, at present, represent an annual contribution of less than one-half unit, in order to meet the contributions still unpaid since the year 1933.

11. Nicaragua.

The arrears of Nicaragua up to the end of 1932 amount to 253,223.35 gold francs. The Nicaraguan Government proposes that this amount should be reduced by 80% and that the balance—i.e., 50,644.67 gold francs—should be paid in annual instalments of 3,000 gold francs.

The Nicaraguan Government also proposed to pay in the future an annual contribution of 10,000 gold francs, or approximately one-third of one unit.

The Committee, which had no opportunity of discussing the matter with the representative of Nicaragua, did not feel empowered to recommend the acceptance of these proposals. Furthermore, as previously observed in this report, it takes the view that no State Member of the League should be permitted to pay an annual contribution equivalent to less than one unit.

(See footnote page 100).

12. *Panama.*

The arrears due are as follows:

The Committee has not received any proposals from the Government of Panama for the settlement of its arrears. Since the last ordinary session of the Assembly, however, Panama has paid approximately one-third of its contribution for 1934 and one-half of its contribution for 1935.

(See footnote page 100).

13. Paraguay.

The Government of Paraguay has given notice of withdrawal from the League. Before withdrawal it will be required, in accordance with Article 1 of the Covenant, to fulfil all its financial obligations to the League up to the actual date of withdrawal.

The amounts due consist of part of the contributions for 1920-1922 (compounded), 1927 and 1929, and the entire contributions due for 1930, 1931, 1932, 1933 and 1934, amounting in all, up to the end of 1934, to 208,752·11 gold francs.

Moreover, Paraguay is expected to refund to the League the sum of 153,947·30 gold francs in respect of its share in the expenses of the Commission of Enquiry sent to the Chaco territory.

14 Peru.

The Committee, after hearing the Peruvian delegate, and taking into consideration the special circumstances of this State, would recommend the following arrangement, which has been accepted by the Peruvian Government:—

1. Cancellation of the debt outstanding in respect of the years 1920-1927 inclusive, amounting to 1,461,771.20 gold francs;
2. Reduction by one-third of the debt in respect of the years 1929-1934 inclusive, amounting to 1,507,136.22 gold francs;
3. Payment of the balance of 1,004,757.52 gold francs by equal annual instalments of 25,118.95 gold francs over a period of forty years.

(See footnote page 100).

15. *Salvador.*

The contribution of Salvador is fixed at 1 unit, or approximately 30,000 gold francs a year.

The arrears due are as follows:—

	Gold francs.
1920-1922	6,087.62 (Instalment on consolidated arrears).
1930	15,551.07
1933	10,209.58
1934	<u>3,062.40</u>
	24,910.67

Although the Government of Salvador has not submitted proposals to the Committee, it would seem evident that an effort is being made to liquidate the debt, as Salvador has paid the greater part of its arrears since the last Assembly.

(See footnote page 100).

16. Uruguay.

The representative of Uruguay proposed that the amounts due by Uruguay for the years 1930-1935 inclusive, which total 988,548.26 gold francs, should be reduced by 75%, and the balance—*viz.*, 247,137.05 gold francs—should be paid in equal annual instalments of 24,713.70 gold francs over a period of ten years.

The representative added, however, that this offer was made subject to the reservation that Uruguay's annual contribution, which had already been reduced for 1935 from seven units to five, should for the future be reduced from five units to three.

In view of this reservation, the Committee was unable to make any recommendation, since it was not competent to consider the question of the allocation of units to States Members.

B. CREATION OF SPECIAL RESERVE FUND.

Among the matters to which the Committee was instructed to direct its attention was the possibility of using the money received from the collection of contributions in arrear as the nucleus of a special reserve fund.

The Committee has examined the arguments in favour of the establishment of such a fund, and considers for its part, that the proposal deserves favourable consideration. It appears to the Committee that the existing Working Capital Fund does not in any way constitute a real reserve; it is at the disposal of the Council and the various organisations of the League; it is constantly drawn on for a variety of purposes, and there is no assurance whatever that resources would be available from the Working Capital Fund to meet any real emergency that might arise. While that is the case, the League's finances must be regarded as in a somewhat precarious position. In a financial sense it is living from hand to mouth, and, in the event of any grave temporary difficulty in collecting contributions, the League would rapidly find it impossible to meet its ordinary day-to-day expenditure. The creation of a cash reserve under proper control,

sufficient, for example, to meet the League's normal rate of expenditure for some months ahead, would for these reasons seem a desirable reform.

At the same time, the Committee has not felt the able itself to frame the conditions under which a reserve fund should be created. It would point out, however, that the regulations governing the use of a reserve fund are clearly of essential importance; for, if the fund is made available — as in the case of the Working Capital Fund — to meet current expenditure and to smooth out merely temporary financial difficulties, the object for which it was created would be defeated. In the Committee's opinion, the matter should be referred to the Supervisory Commission, which, if it concurs, can submit proposals to the Assembly containing all the necessary safeguards.

If the Assembly decides in principle to establish a special reserve fund, the Committee would suggest that any sums received in respect of arrears due for years down to and including 1932 should be paid into that fund. Should this proposal not be accepted by the Assembly, the arrears received will form part of the League's income, and be used for the reduction of the future contributions of States Members in accordance with Article 38(a) of the Financial Regulations.

C. QUESTION OF CREDITING PAYMENTS MADE BY STATES IN ARREAR.

The report of the Sub-Committee on Contributions in Arrear, as adopted¹ by the Assembly on September 27th, 1934, contains the following paragraph:—

"The Sub-Committee recommends that, in future, payments made by a State in arrear should be applied towards the reduction of the earliest arrears due by that State and not on account of its current contribution. It considers it to be unreasonable that, in such cases, the debtor should have liberty to decide to what purpose the payments made should be appropriated. The Sub-Committee understands that, in order to give effect to this proposal, an amendment to Article 21 of the Financial Regulations would be required. It suggests that the task of preparing a precise proposal for consideration by the Fourth Committee at the next Assembly should be entrusted to the special Committee which it is proposed to set up."

While the arrangements made by the Committee in agreement with certain Member States in arrear may tend to lessen the need for the application of the rule suggested, the Committee recommends, in compliance with the above request, that the following paragraph be added to Article 21 of the Regulations for the Financial Administration of the League:—

"Any payment in respect of contributions made by a Member of the League which has not paid in full its contributions for previous financial years shall, unless the Assembly decides otherwise in particular cases, be credited against the earliest in date of such arrears, notwithstanding any expression of intention to the contrary by the debtor Member. Where arrears have been consolidated, a Member of the League is required to pay its annual instalment in respect of arrears in full before liquidating its current contribution for the year in question."

¹ Document A. 49-1934-X.

D. QUESTION OF CHARGING INTEREST ON OVERDUE CONTRIBUTIONS.

The Committee had before it a report on the question submitted by the Secretary-General to the Supervisory Commission.

The question of charging interest on overdue contributions has constantly been raised in the Fourth Committee of the Assembly ever since the year 1920. In fact, the draft Regulations for the Financial Administration of the League provided for the levying of interest, and the article containing this provision was adopted by the Fourth Committee of the Assembly of 1922 by fourteen votes to eleven. At a subsequent meeting of the Committee, however, it was found necessary to omit any reference to interest in order to obtain a unanimous vote for the Financial Regulations as a whole.

The arrangements made by the Committee for the consolidation of contributions in arrear and the granting of an extended period of payment would be useless if new arrears were allowed to accumulate, and it is therefore essential to ensure that current contributions will be paid regularly in the future. With this object, the Committee proposes that Member States which do not pay their contributions in the year for which they are due should be required to pay simple interest thereon at the rate of 4 per cent. per annum, and that this rule should be applied as from January 1st, 1937, in respect of unpaid contributions for the year 1936.

The Committee proposes that the following text should be inserted in the Financial Regulations as a new Article 21 (a):

"If any Member of the League fails to pay its contribution by December 31st of the year for which it is due, simple interest at the rate of 4 per cent. per annum will be charged upon the amount due as from January 1st of the following year."

The Committee has also considered the possibility of granting a rebate to States which pay their contributions in the first half of the year for which they are due, but practical difficulties prevent the adoption of such a course.

E. OTHER MEASURES.

In addition to the levy of interest on overdue contributions, the Committee has considered what other measures might be taken to enforce the payment of contributions.

1. It is of opinion that, for the present, it would be unwise to attempt to apply the sanction contained in the last paragraph of Article 6 the Covenant, or to amend the Covenant so as to include restriction of the legal rights which a State derives from membership of the League, such as the right of voting in the Assembly and eligibility for membership of the Council.

2. The Committee is of opinion that, when a State has made an arrangement with the approval of the Assembly for the payment of its debt by annual instalments, and punctually meets its obligations, it should be regarded as in good standing with the League. It should therefore not be included in the published financial statements as being in arrear.

3. After considering the proposals of the Indian delegation, referred to in the report of the Sub-Committee to the 1934 Assembly (document A.49.1934.X), the Committee was unable to support the suggestion that nationals of States in arrear should not be appointed to posts in League organisations.

4. On the other hand, the Committee suggests, with reference to the Indian delegation's proposals, that, now that States have been given a full opportunity of settling their debts to the League, the Assembly might consider the adoption of a resolution inviting delegates to refrain from electing to posts of honour in the Assembly or on the Council or on League Committees representatives of States whose current contributions are overdue or which do not punctually pay their instalments on consolidated arrears.

5. The Committee recommends, in addition, that the names of such States, together with the amounts due, should be shown in the *Journal of the Assembly* at the beginning of each ordinary session.

6. Finally, the Committee recommends that failure to pay the instalment due under any arrangement for settlement should *ipso facto* cancel the arrangement and resuscitate the full amount of the debt.

Appendice—Appendix.

RELEVE DES CONTRIBUTIONS ARRIERES: 1920-1934.

STATEMENT OF CONTRIBUTIONS IN ARREAR: 1920-1934.

(Situation à la date du rapport—Position as on date of report)

A. Arriérés consolidés et payables par annuités:

A. Consolidated arrears payable by annual instalments:

							Sommes dues—Amount due
							Francs-or—Gold francs.
Chine—China	1922-1930	.	.	.	.	.	7.767.133,92
Honduras	1920-1922	.	.	.	.	.	55.326,58
Nicaragua	1920-1922	.	.	.	.	.	48.061,45
Paraguay	1920-1922	.	.	.	.	.	15.370,80
Salavador	1920-1922	.	.	.	.	.	6.087,62

							Total A . 7.891.980,37

B. Arriérés exigibles

B. Arrears immediately payable:

					Sommes dues—Amount due
					Francs-or—Gold francs
Albanie—Albania	1933	.	.	.	931,69
"	1934	.	.	.	30.432,20

					31.363,89
Allemagne—Germany	1932	.	.	.	673.258,22
"	1933	.	.	.	326.011,35
"	1934	.	.	.	2.404.142,75

					3.403.412,32

B. *Arriérés exigibles (suite):*B. *Arrears immediately payable (continued):*

Sommes dues—Amount due
Francs-or—Gold francs

Bolivie—Bolivia	1923	.	.	.	90.000,—	
"	1924	.	.	.	104.284,01	
"	1925	.	.	.	109.049,86	
"	1926	.	.	.	88.100,63	
"	1927	.	.	.	86.940,32	
"	1928	.	.	.	89.320,01	
"	1929	.	.	.	105.215,77	
"	1930	.	.	.	112.765,07	
"	1931	.	.	.	125.118,40	
"	1932	.	.	.	134.316,76	
"	1933	.	.	.	132.065,71	
						1.177.176,54
Bulgarie—Bulgaria	1932	.	.	.	14.923,47	
"	1933	.	.	.	165.082,13	
"	1934	.	.	.	152.160,95	
						332.166,55
Chili—Chile	1930	.	.	.	16.150,94	
"	1931	.	.	.	427.659,—	
"	1932	.	.	.	459.853,32	
"	1933	.	.	.	462.229,97	
"	1934	.	.	.	223.975,60	
						1.589.868,83
Chine—China	1931	.	.	.	719.433,52	
"	1932	.	.	.	772.435,27	
"	1933	.	.	.	765.010,46	
"	1934	.	.	.	699.387,28	
						2.956.266,53
Colombie—Colombia	1933	.	.	.	125.336,14	
"	1934	.	.	.	182.593,10	
						307.929,24
Cuba	1930	.	.	.	36.286,80	
"	1931	.	.	.	275.367,38	
"	1932	.	.	.	296.063,74	
"	1933	.	.	.	297.147,84	
"	1934	.	.	.	113.099,25	
						1.017.965,01
République Dominicaine—Dominican Republic	1933	.	.	.	12.428,38	
	1934	.	.	.	10.646,40	
						23.074,78
Ethiopie—Ethiopia	1934	.	.	.		14.041,96
Guatemala	1931	.	.	.	30.096,21	
"	1932	.	.	.	32.994,97	
"	1933	.	.	.	33.016,43	
"	1934	.	.	.	30.432,20	
						126.539,81

B. *Arriérés exigibles* (suite):B. *Arrears immediately payable* (continued):

Sommes dues—Amount due
Francs-or—Gold francs

Haiti—Haiti	1934	.	.	.	30·432,20
Honduras	1923	.	.	27·196,51	
“	1924	.	.	23·174,23	
“	1925	.	.	24·233,30	
“	1926	.	.	24·472,39	
“	1927	.	.	24·150,09	
“	1928	.	.	12·405,62	
“	1929	.	.	13·898,40	
“	1930	.	.	28·191,27	
“	1931	.	.	31·279,59	
“	1932	.	.	33·579,18	
“	1933	.	.	33·016,43	
“	1934	.	.	30·432,20	
					306·029,21
Hongrie—Hungary	1932	.	.	73·825,54	
“	1933	.	.	264·131,41	
“	1934	.	.	243·457,50	
					581·41,445
Libéria—Liberia	1931	.	.	4·772,92	
“	1932	.	.	33·579,18	
“	1933	.	.	33·016,43	
“	1934	.	.	30·432,20	
					101·800,73
Nicaragua	1923	.	.	27·196,51	
“	1924	.	.	23·174,23	
“	1925	.	.	24·233,30	
“	1926	.	.	24·472,39	
“	1927	.	.	24·150,09	
“	1928	.	.	24·811,11	
“	1929	.	.	26·303,94	
“	1930	.	.	9·553,32	
“	1931	.	.	12·886,51	
“	1932	.	.	8·380,50	
“	1934	.	.	26·855,81	
					232·017,71
Panama	1931	.	.	29·940,39	
“	1932	.	.	32·402,66	
“	1933	.	.	11·685,68	
“	1934	.	.	10·874,10	
					84·902,83

B. *Arriérés exigibles* (suite):B. *Arrears immediately payable* (continued):

Sommes dues —Amount due
Frances-or—Gold francs

Paraguay	1927	.	.	.	17·593,24
"	1929	.	.	.	21·203,37
"	1930	.	.	.	27·553,28
"	1931	.	.	.	30·641,60
"	1932	.	.	.	32·941,19
"	1933	.	.	.	33·016,43
"	1934	.	.	.	30·432,20
					—————
					193·381,31
Pérou—Peru	1920	.	.	.	26·952,72
"	1921	.	.	.	187·499,70
"	1922	.	.	.	182·040,30
"	1923	.	.	.	244·768,61
"	1924	.	.	.	208·568,02
"	1925	.	.	.	218·099,73
"	1926	.	.	.	198·226,39
"	1927	.	.	.	195·615,73
"	1929	.	.	.	220·623,30
"	1930	.	.	.	253·721,39
"	1931	.	.	.	281·516,34
"	1932	.	.	.	302·212,70
"	1933	.	.	.	297·147,84
"	1934	.	.	.	151·914,65
					—————
					2·968·907,42
Pologne—Poland	1934	.	.	.	144·607,33
Roumanie—Roumania	1934	.	.	.	142·387,10
Salvador	1930	.	.	.	5·551,07
"	1933	.	.	.	10·209,58
"	1934	.	.	.	3·062,40
					—————
					18·823,05
Uruguay	1930	.	.	.	78·924,02
"	1931	.	.	.	213·776,12
"	1932	.	.	.	229·873,29
"	1933	.	.	.	186·932,33
"	1934	.	.	.	127·569,30
					—————
					837·075,08
					—————
					—————
					Total B . 16·621·583,86
					Total général—Grand total . 24·513·564,23

ANNEX 2.

Committee for Settlement of Contributions in Arrear.

SECOND REPORT TO THE 1935 ASSEMBLY,

The Committee was composed of the following members:

M. C. J. HAMBRO (Norway), *Chairman*.

Count CARTON DE WIART (Belgium), *Vice-Chairman*.

Sir Frederick PHILLIPS (United Kingdom), *Rapporteur*.

M. Stefan OSUSKY (Czechoslovakia).

M. César ZUMETA (Venezuela).

A. GENERAL OBSERVATIONS IN CONTINUATION OF THE COMMITTEE'S FIRST REPORT.

1. The Committee's detailed proposals for the settlement of arrears have been made as the result of a close study of the merits of each individual case. In view of the fact that no two cases can be regarded as identical, the Committee holds that the League could not, without sacrificing its rights in the matter, admit any claim to identity of treatment. It has rejected therefore any demand on the part of a Member State that the terms of a settlement reached with another State should *ipso facto* be accorded to itself.

2. The Committee soon realised that the most difficult part of its task would be to deal with those cases where the arrears were of long standing. In too many cases, Member States had reached, as it were, a condition of chronic indebtedness to the League. Arrears had accumulated for many years past, and the fact that these old debts could not be paid led to a stoppage of the payment of current contributions. In such cases, the Committee felt that its duty was, without any unnecessary sacrifice of old claims, to ensure at least that States in arrear should be left with no excuse for not resuming regular payments to the League each year. The Committee's efforts in this direction would, however, obviously be nullified if, in future years, current contributions were again allowed to fall into arrear.

In view of these considerations, the Committee now proposes that paragraph E, 6 (page 111), of the first report should be modified to read as follows:

"6. Finally, the Committee recommends that the Assembly should only approve an arrangement with a State for settlement of arrears on the condition that it punctually pays, not only its annual instalments under the arrangement, but also its current contributions. It recommends that, if either of these payments is not made in full in the year for which it is due, the arrangement itself should automatically be regarded as cancelled and the total debt revived."

3. As regards the Reserve Fund, the creation of which was proposed in the Committee's first report (Part B, page 7) and further

dealt with by the Supervisory Commission (document A.IV/5.1935), the Committee now desires to submit the following additional recommendation :

“ that, in future all payments received in respect of financial periods preceding, by two years or more, the current financial period should be paid into the Reserve Fund. Where payments are made in respect of more than one period, as in the case of certain arrangements proposed, the appropriation will be made proportionately.”

B. NEGOTIATIONS WITH STATES WITH ARREARS PARTLY DATING FROM PERIODS PREVIOUS TO 1933.

4. In the course of its fifth session, held during the present Assembly, the Committee has, with the approval of the Fourth Committee, endeavoured to conclude arrangements with States with which no agreement could be made before the publication of its first report to the Assembly (document A.15.1935.X).

The Committee has no further progress to report in the case of Germany referred to in paragraph A, 1, of its first report (page 3).

As regards the remaining fifteen States, whose cases were referred to the Committee by the fifteenth Assembly, the position is as follows :

(a) Arrangements have already been proposed in the Committee's first report for the following States :

Chile,	Liberia,
China,	Peru.

(b) As a result of negotiations carried on during the present Assembly, the Committee has provisionally concluded arrangements with the following States :

Bolivia,	Cuba,	Hungary,
Bulgaria,	Honduras,	Uruguay.

Details of each of these arrangements which are submitted for the approval of the Assembly are set out below.

(c) The representative of the following State informed the Committee that the League would receive the amount due by his Government for the years 1931 and 1932 during the course of next month, and the remainder of the debt at a later date :

Panama.

(d) The Committee has no recommendation at present to make in the case of the following States, which have either made no proposal or have made proposals which are unacceptable :

Guatemala,	Paraguay,
Nicaragua,	Salvador.

5. Details of Settlements proposed:

1. Bolivia.

Amount due :	Gold francs
1923-1933	1,177,176.54
1935	121,178.55
	1,298,355.09

The case of Bolivia presents special difficulties, which do not arise in the case of other Member States.

Following the precedent of the action taken by the Assembly in reducing the contribution of Nicaragua by half for the years 1932 and 1933, during a period of special distress arising from a national calamity, the Committee, without prejudging any question as to the number of units to be paid by Bolivia in future, suggests that, in view of the recent war, some action might suitably be applied to Bolivia for the year 1936.

As regards the present debt, the Committee recommends the following arrangement, the terms of which have been accepted by the Bolivian Government:

- (1) Cancellation of the arrears due for periods 1923 to 1928 inclusive, amounting to 567,694.83 gold francs, leaving a balance of 730,660.26 gold francs for the years 1929 to 1935 inclusive;
- (2) Deduction from this balance of the sum of 153,947.27 gold francs (share of Bolivian Government in the cost of the Chaco Commission) as was proposed in the Council on July 3rd, 1933, it being understood that this sum of 153,947.27 gold francs will be paid in three equal instalments, the first immediately, the second in January 1936, and the third in April 1936;
- (3) Reduction by 71 per cent. of the balance of 576,712.99 gold francs, leaving a sum of 167,246.99 gold francs payable in ten equal annual instalments as from the year 1940.

2. Bulgaria.

Amount due:

	Gold francs
1933-1934	317,243.08
1935	151,473.20
	468,716.28

The Committee decided to recommend the following arrangement, the terms of which have been accepted by the Bulgarian Government:

- (1) Reduction by 50 per cent. of the sum due for the years 1933, 1934 and 1935, amounting to 468,716.28 gold francs;
- (2) Payment of the balance of 234,358.15 gold francs in equal annual instalments of 23,435.80 gold francs spread over a period of ten years.

3. *Cuba.*

Amount due:

	Gold francs.
1930-1934	1,017,965.01
1935	181,767.80
	<hr/> 1,199,732.81

The Committee recommends the following arrangement, the terms of which have been accepted by the Cuban Government:

- (1) Payment in full of the contribution for 1935;
- (2) Reduction by two-thirds of the arrears, amounting to 1,017,965.01 gold francs, due for the periods 1930 to 1934 inclusive;
- (3) Payment of the balance of 339,321.67 gold francs in equal annual instalments of 33,932.15 gold francs spread over a period of ten years;
- (4) The Cuban Government retains the option, during the year 1936 only, to liquidate its debt in respect of the years 1930 to 1934 inclusive by a payment of 254,491.25 gold francs, equivalent to one-quarter of the amount due.

4. *Honduras.*

Amount due:

	Gold francs.
1920-1934	361,355.79
1935	22,999.90
	<hr/> 384,355.69

The Committee recommends the following arrangement, the terms of which have been accepted by the Government of Honduras:

- (1) Payment of the balance of the contribution for 1935;
- (2) Reduction by 75 per cent. of the arrears due for the years 1920 to 1934 inclusive, which amount to 361,355.79 gold francs;
- (3) Payment of the balance, amounting to 90,338.95 gold francs, in equal annual instalments of 4,516.95 gold francs spread over a period of twenty years.

5. *Hungary.*

Amount due:

	Gold francs.
1932	33,825.54
1933	264,131.41
1934	243,457.50
1935	242,357.10
	<hr/> 783,771.55

The Committee recommends the following settlement, which has been accepted by the Hungarian Government:

- (1) Payment in 1935 of 80,000 gold francs in respect of arrears;

(2) Reduction by 50 per cent. of the remainder of the arrears, amounting to 703,771.55 gold francs due for the periods 1933 to 1935 inclusive;

(3) Payment of the balance, amounting to 351,885.77 gold francs, in equal annual instalments of 35,188.55 gold francs, spread over a period of ten years.

6. *Uruguay.*

Amount due:

	Gold francs.
1930-1934	837,075.06
1935	151,473.20
	<hr/> 988,548.26

The Committee decided to recommend the following arrangement, the terms of which have been accepted by the Uruguayan Government:

(1) Payment in full of the contribution for 1935;

(2) Reduction by 75 per cent. of arrears, amounting to 837,075.06 gold francs, due for the periods 1930 to 1934 inclusive;

(3) Payment of the balance of 209,268.76 gold francs in equal annual instalments of 10,463.45 gold francs spread over a period of twenty years.

C. ARREARS FOR YEARS 1933 AND 1934 ONLY.

6. The Committee has to observe with regret that the proportion of the current contributions remaining unpaid at the end of each of the last four years has steadily increased as follows:

	%
At the end of 1931—unpaid	14.5
At the end of 1932—unpaid	20.2
At the end of 1933—unpaid	27.4
At the end of 1934—unpaid	28.03

It is true that the budget years of Members States do not always coincide with the calendar year, which is the financial period used in the budget of the League. It follows that the full payment of the contribution of a Member State may occasionally be delayed until the early part of the year following that in which the contribution is due. But this factor obviously does not explain the growth from year to year in the proportion of unpaid contributions.

The Committee hopes, however, that the position at the end of the present year will show an improvement. The proportion of current contributions actually received by September 23rd, 1935, is already 66.21 per cent., whereas the proportion of the current contributions for 1934 received by the corresponding date in 1934 was 53.9 per cent.

7. At the end of 1934, thirty-one¹ States had not paid their full contributions for that year. During the course of this year, twelve² of these States have entirely liquidated the amounts still due for 1934,

¹ Corresponding number at the end of 1933, thirty-four States.

² Corresponding number by September 23rd, 1934, fourteen States.

but there remain nineteen States which have not yet paid their 1934 contribution in full. Fourteen of those States are mentioned in the first report of the Committee (document A.15.1935.X). There remain five States which, until 1933 or 1934, had been punctual in paying their contributions.

It is evident that any further extension of the practice of delaying the payment of current contributions would lead to a serious dislocation of the League's finances.

The Committee therefore recommends that the five remaining States which have not been dealt with in this report but which are shown as in arrear to some extent for the year 1933 or 1934 in document A.25.1935.X. (Financial Situation on August 31st, 1935) should be invited by the Secretary-General to settle the amounts due by them before the end of this year.

D. CONCLUSION.

8. If the Assembly decides to ratify all the arrangements which the Committee has provisionally made, the position will be that, out of fifty-eight Member States, forty-seven will be in good standing as regards their contributions, whereas, at the end of the fifteenth Assembly, the States not in default with their contributions numbered only thirty-five.

It will be observed that, apart from the case of Germany, there are four States part of whose arrears dates from periods previous to 1933 (paragraph 4 (d) above) and five States with arrears dating from 1933 or 1934 (paragraph 7 above).

If the Assembly so decides, the Committee will continue its work with a view to presenting a report on these cases to the next Assembly.

(3) Allocation of Expenses.

The Fourth Committee appointed a Committee on Allocation of Expenses composed of the following members :

M. REVEILLAUD (France);

Sir Frederick PHILLIPS (United Kingdom);

M. CAVAZZONI (Italy);

M. Kagan AVSEY (Union of Soviet Socialist Republics);

M. HAMBRO (Norway);

Cemal HUSNU (Turkey);

M. PARDO (Argentine Republic);

M. GOMEZ (Mexico);

M. RAJAWANGSAN (Siam).

Its terms of reference were to recommend a scale of allocation of expenses for the forthcoming financial period (1936), to consider the whole question of allocation during that year and to report to the Assembly at its next ordinary session.

The Fourth Committee adopted the following report of the Allocation Committee:

"The Committee on Allocation of Expenses held a meeting on Tuesday, September 24th, 1935, under the Chairmanship of M. Réveillaud (France).

"It heard the representatives of the following States, who presented the views of their Governments regarding the number of units they should be called upon to pay that year: Bolivia, Bulgaria, Chile, Cuba, Ecuador, Peru, Uruguay and Venezuela.

"After considering the situation, the Committee came with regret to the conclusion that it would not be possible, in view of the short time at its disposal and the great technical complexity of the problem, to make any change for 1936 in the present scale of the allocation of expenses.

"It therefore recommends that, subject to its recommendations regarding the contributions of China and Ecuador, States should contribute for 1936 the same number of units as they contributed for 1935. On the other hand, the Committee will examine the problem in all its aspects in order to place before the Assembly at its next session a revised scale which it hopes may constitute a satisfactory settlement of this question.

"Finally, it recommends the allocation of one unit to Ecuador and that the contribution of China should be reduced from forty-six to forty-two units."

(Adopted, 28th Sept. 1935.)

IV.—Fifth Committee.

(1) *Traffic in Women and Children.*

PROGRESS OF INTERNATIONAL LEGISLATION ON TRAFFIC IN WOMEN AND CHILDREN.

The Fifth Committee recorded with satisfaction that the difficulties through which the world is passing have not held up the progress of international legislation as expressed by the growing number of ratifications of international Conventions. It has noted that the 1921 Convention for the Suppression of Traffic in Women and Children and the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications have now reached nearly universal application. The Fifth Committee proposes that the Assembly should instruct the Secretary-General of the League of Nations to make a special appeal to the few States Members of the League which have not yet ratified these Conventions to become parties to them as soon as possible.

As to the most recent of the three international instruments concluded in the sphere of the work of the Traffic in Women and Children Committee—the Convention for the Suppression of Traffic in Women of Full Age concluded in 1933—thirteen countries have ratified or definitely acceded to it, and ratifications are progressing in a satisfactory manner.

The Fifth Committee noted that international legislation in this field corresponds to the considered judgment of the national legislators, to the real needs of the national administrations and to the demands of public opinion.

SUPPRESSION OF THE ACTIVITIES OF "SOUTENEURS".

The Fifth Committee recognised that the existing international legislation will have to be supplemented sooner or later by legislation suppressing the activities of *souteneurs*. It took note of the developments which have taken place since the last Assembly in this field and was confident that the machinery set up by the Traffic in Women and Children Committee to deal further with this question would yield satisfactory results. It was felt by some of the members that developments in this field cannot precede further action in the direction of the closing of licensed houses.

There was unanimity with regard to the view that only when international legislation has been supplemented by such a convention on the suppression of the activities of *souteneurs* will international legislation have reached a certain degree of completeness in this field.

ABOLITION OF LICENSED HOUSES.

The Fifth Committee was gratified to take cognisance of a Decree issued by the Spanish Government abolishing licensed houses and the regulation of prostitution in Spain. On the other hand, it took note of observations made by delegates of certain Latin-American countries concerning their experience with regard to the abolition of licensed houses, which have led two countries to return with modifications to their former practice. Without taking any decision on this point, the majority of the members of the Fifth Committee felt, in agreement with the hope expressed by one delegate, that countries which were considering the prohibition of licensed houses would not be discouraged by the experiences of these two countries. It was pointed out by other delegates that the closing of licensed houses can only be successful if accompanied by other measures of a social character, including the free treatment of venereal diseases and the rehabilitation of the women concerned.

ANNUAL REPORTS.

The Fifth Committee drew attention once more to the fact that the annual reports of the Governments on traffic in women and children and on obscene publications had only been submitted by a little more than half of the Members of the League of Nations in the last few years. The Committee felt that the abstention of so many countries decreased the value of the information, the chief importance of which is found in its universality. It wishes to remind the Governments that these annual reports are the chief expression of the task with which the League has been entrusted by the Covenant of "general supervision over the execution of agreements with regard to the traffic in women and children". The Fifth Committee therefore appeals to the Governments to send in their reports regularly and within the time prescribed, in order to enable the Secretariat to carry out a task explicitly enjoined upon the League of Nations by the Covenant.

MEASURES OF REHABILITATION

The Fifth Committee expressed its appreciation of the preliminary studies on rehabilitation undertaken by the Traffic in Women and Children Committee. It hopes that the studies on this question will be continued on the lines laid down by the Traffic in Women and Children Committee and approved by the Council with the help of the Governments and the international organisations connected with the latter Committee, which had expressed the hope that the outcome of these studies on rehabilitation would have practical results in bringing about an international exchange of experiences and the standardising of methods of rehabilitation.

POSITION OF WOMEN OF RUSSIAN ORIGIN IN THE FAR EAST.

The Fifth Committee dealt very fully with the problem of the position of women of Russian origin in the Far East who have become professional or casual prostitutes or who are in danger of falling into prostitution owing to the particular circumstances existing in the areas concerned for this category of refugees.

The Committee was in possession of the report on the work of the Traffic in Women and Children Committee (document C.187.M.104.1935.IV), which, at its fourteenth session held in May 1935, considered this question. The Committee had also before it documents containing information obtained by the Secretariat from Governments and voluntary organisations in the Far East (documents A.12.1935.IV and A.V/5.1935).

In discussing this question and considering what help could be given, the Fifth Committee had in mind that, in present circumstances, no direct financial help could be offered by the League of Nations. It felt, however, that the Assembly could, in the first place, contribute to the amelioration of the situation of women refugees of Russian origin in the Far East by giving effect to the resolution adopted by the Traffic in Women and Children Committee in May 1935, and approved by the Council shortly after.

This resolution read as follows:

- “1. The Traffic in Women and Children Committee has examined the information which the Secretary-General has collected, in accordance with the decisions of the 1934 Assembly, in regard to women of Russian origin in the Far East who have fallen into prostitution, and recommends that this information should be printed and placed at the disposal of the Assembly.
- “2. The information which has reached the League of Nations from various sources, both official and non-official, shows that the question is still serious, especially at Harbin, Mukden, Shanghai and Tientsin. Much is being done by voluntary effort to alleviate the situation, but it appears to the Committee that these efforts need to be guided and co-ordinated by the municipalities in consultation with one another.
- “3. The Committee thinks that the most hopeful way of attacking the problem will be, in particular, to increase considerably the social measures available for women of Russian origin in Harbin and other places in Manchuria, so as to

prevent their drifting into prostitution in these areas or seeking the same mode of life elsewhere. The Committee has reason to believe that some of the important international societies which carry on work among women might be willing, if invited, to strengthen and co-ordinate their activities in the area mentioned.

"4. On the other hand, the Committee feels serious apprehension as to the extent to which many of these women of Russian origin are falling into the hands of traffickers. It strongly recommends that the attention of all authorities of the countries concerned should be drawn to this state of affairs, and that they should be urged to take all possible steps to frustrate the activities of these traffickers.

"5. It is apparent that financial help will be needed to enable the necessary social measures to be taken in different centres.

"The Committee feels confident that, when this need is realised, an appeal will meet with a generous response, not only from the general public, but from the municipalities."

In the second place, the Fifth Committee felt that, since the answers received in response to the Secretariat's enquiry in this connection were in favour of an agent being appointed by the League to co-ordinate further activities in this direction, some action on the part of the Assembly was called for. The Committee therefore discussed very fully the question of the advisability of investing a suitable person with authority to act as agent of the League of Nations for this purpose. The necessity for such action was generally felt. It became evident, however, that it would be impossible at present to obtain the necessary funds, which would form an additional charge on the budget of the League of Nations.

In these circumstances, the Committee did not feel itself in a position to accede to a request that the Fourth Committee should be asked for a grant for this purpose, and finally agreed unanimously to a resolution submitted by the Belgian delegate authorising the Secretary-General to endeavour to secure the services of a competent person, and requesting the Council of the League of Nations to appoint the person selected as an agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin engaged or likely to become engaged in prostitution, on the understanding that no financial charge should fall upon the League in this connection.

It was pointed out that it was solely in view of the difficulty of the present situation that the Committee had not applied for credits from the Fourth Committee. Such action, however, must not preclude the possibility of a request for a grant being made on a future occasion, should experience justify such a course.

It was agreed that such person should, if possible, be a woman with experience in similar work in the Far East, and should be acceptable to the Governments concerned.

The Fifth Committee realised that the question of women of Russian origin who have become or are in danger of becoming prostitutes was closely connected with the refugee question in general and felt that, as far as this is a refugee problem, it falls within the competence of the organ specially dealing with that question.

CONFERENCE OF CENTRAL AUTHORITIES IN EASTERN COUNTRIES.

The Fifth Committee confirmed the decisions taken by the Traffic in Women and Children Committee with regard to the proposed conference of central authorities in the Eastern countries as laid down in a resolution passed by the latter Committee and agreed to by the Council of the League at its session in May 1935. It noted that, up to the present, two-thirds of the twelve interested countries applied to had given definite answers and that of these answers two only were negative.

It took note that the following points might be likely to figure on the conference's agenda, which should be established in consultation with the Governments :

Close collaboration and wider exchange of information between the authorities responsible for the measures taken to prevent traffic in women in the East;

Control of migration so as to prevent traffic in women and children;

Close collaboration between authorities and private organisations in this part of the world;

Employment of a larger number of women officials on the staff of authorities responsible for the welfare of women and children in the East;

The possibility of abolishing licensed houses in the East;

Position of women refugees of Russian origin in the Far East who are in danger of becoming victims of the traffic.

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On behalf of the Fifth Committee, I have the honour to submit to the Assembly for approval the following draft resolutions :

“1. The Assembly,

“Having taken cognisance of the fact that the 1921 Convention for the Suppression of Traffic in Women and Children has been ratified or definitely acceded to by fifty States and the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications by not less than fifty-four States;

“Considering that both these Conventions have now reached almost universal application;

“And considering that the ratification of or accession to these Conventions by the few remaining States would further the purpose aimed at by these two Conventions:

“Instructs the Secretary-General of the League of Nations to make an appeal to the remaining States Members of the League which have not yet ratified or acceded to these Conventions to become parties to them as soon as possible.

“2. The Assembly,

“Having taken cognisance of the information with regard to the position of women of Russian origin in the Far East, submitted to the Fifth Committee, by different Governments, together with that obtained by the Secretariat;

"Considering the discussions which have taken place in the Traffic in Women and Children Committee at its session in May 1935, and of the resolution agreed to by that Committee and approved by the Council of the League of Nations in May 1935;

"Having regard to the fact that the majority of the replies to the enquiry carried out by the Secretariat of the League of Nations into the present position of women refugees of Russian origin in the Far East suggest that the League of Nations should appoint an agent to encourage and co-ordinate all efforts to improve the position of these women;

"Invites the international societies which carry on work among women to strengthen and co-ordinate their activities in that part of the world;

"Is of opinion that financial help will be needed to enable the necessary social measures to be taken in different centres;

"Expresses the hope that the funds necessary for this purpose may be collected through the co-operation of the voluntary organisations and public authorities;

"Authorises the Secretary-General to endeavour to secure the services of a competent person (preferably a woman), resident in the Far East or in a position to proceed there, who could act as agent of the League of Nations;

"And requests the Council to appoint the selected person as agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin who are engaged or likely to become engaged in prostitution; this appointment should not, however, involve, in the present circumstances, any financial charge upon the League.

"3. The Assembly,

"Taking into consideration the opinion expressed by the Assembly at its fifteenth session that the report of the Commission of Enquiry on Traffic in Women and Children in the East should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them;

"Considering the resolution of the Traffic in women and Children Committee at its meeting in May 1935, which suggests that the conference should take place in the autumn or winter of next year, after careful preparation in consultation with the Governments concerned:

"Observes that the chief purpose of this conference being the establishment of closer co-operation and greater exchange of information between the authorities in the East, it can only take place usefully in the East itself and that its purpose cannot be fulfilled by a meeting held in Geneva;

"Is of opinion that the beginning of the year 1937 is the most suitable date for the holding of the conference, as this allows of consultation with all the Governments and organisations interested, as well as for careful technical preparation for the Conference;

"And instructs the Secretary-General to avail himself of the authorisation given by the Council of the League of Nations to make without delay all the necessary preparatory arrangements in consultation with the Governments concerned, especially with regard to the choice of a place of meeting, the manner in which the conference is to be constituted and the subjects to be discussed. The final decision as to the convocation of the Conference would be taken by the Council at the end of the next ordinary session of the Assembly."

(Adopted, 27th Sept. 1935.)

(2) *Child welfare.*

This year, as the work of the Child Welfare Committee has been expanded by the establishment of the Information Centre, the Fifth Committee thought it might properly make certain suggestions, for the consideration of the Child Welfare Committee, as to the future development of the work.

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1. The questions which have engaged the attention of the Fifth Committee were dealt with both by the Secretary-General in his Report on the Work of the League since the Fifteenth Session of the Assembly (document A.6.1935) and by the Child Welfare Committee in its Report to the Council on the Work of its Eleventh Session (document C.187.M.104.1935.IV).

The Committee noted with satisfaction that the Japanese Government's co-operation in the work of the Advisory Commission for the Protection and Welfare of Children and Young People has been continued and that the collaboration of Canada, which up to the present has been afforded to the Child Welfare Committee by an assessor, will in future be provided by a Government delegate, who will sit as a member of the Advisory Commission.

On the basis of the Committee's report, the Fifth Committee devoted its chief attention to the following questions:

- (1) Institutions for young offenders and children in moral danger;
- (2) Recreational aspect of the cinematograph for young people;
- (3) Detection of blindness in children;
- (4) Effects of the economic depression and unemployment upon children and young people;
- (5) Development of the informative rôle of the Secretariat in the field of child welfare;
- (6) Boarding-out in families.

The Fifth Committee desires to draw the attention of the Assembly to the forthcoming Balkan Conference on Child Welfare in Athens and the Child Welfare Conference organised by the Pan-American Union on Child Welfare in Mexico City, both to be held during the month of October next.

1. INSTITUTIONS FOR YOUNG OFFENDERS AND CHILDREN IN MORAL DANGER.

The Fifth Committee has been studying questions arising out of the treatment of young offenders and children in moral danger since 1926. It has carefully examined the various aspects of the following questions: (1) the auxiliary services of juvenile courts; (2) the organisation of juvenile courts and the results hitherto achieved; and (3) institutions for young offenders and children in moral danger.

The Fifth Committee also noted that, as regards institutions for young offenders or children in moral danger, the Committee was already in a position to make certain suggestions, taking the various aspects of this question in the following order: (1) definition of minors; (2) prisons; (3) institutions: (a) (i) general observations, (ii) specific observations, (b) international organisation of institutions, (c) release.

The Committee noted that the maximum age at which minors are regarded as criminally responsible does not coincide in all legislations with the age at which they attain their civil majority and therefore felt that a study of the age of criminal responsibility would serve a useful purpose.

The Fifth Committee noted with interest that, as the outcome of these discussions, the Committee had adopted a resolution on the detention of children and young persons in prisons, in which it recommended that children should never be sent to prison, but should be suitably educated and trained.

The Committee considered that young persons should only be sent to prison in exceptional cases and that the competent authorities should be empowered to adopt other measures, such as detention in an educational establishment.

The valuable observations of the Child Welfare Committee on the subject of institutions, which are based on a large amount of material supplied by many different countries, deserve particular attention, especially by those States which are reviewing their methods. An interesting discussion took place in the Fifth Committee, in which many delegates took part. It was pointed out that, while fewer children are being sent to institutions than was once the practice, owing to the greater use of probation and boarding-out, institutional treatment is still necessary, particularly for children who have bad homes or no homes, or for children who are specially difficult. The repressive type of institution is giving place to the educational type. In the words of the report of the Child Welfare Committee: "Institutions can serve the community well, provided they have firmly in mind that they are not an end in themselves and that the value of their work will be judged, not on the basis of whether the establishment runs smoothly, but on the far harder test of the behaviour and social adjustment of the young people after leaving the shelter of the institution". The detailed comments of the Child Welfare Committee on the methods of training in institutions are based on this underlying principle.

The Fifth Committee is glad to see the statement of the Child Welfare Committee that, when it has completed the task of collecting information in regard to the treatment of neglected and delinquent children, it proposes to discuss the problem as a whole.

2. RECREATIONAL ASPECT OF THE CINEMATOGRAPH FOR YOUNG PEOPLE.

The Fifth Committee stressed the great importance of this problem. Certain aspects have already been studied by the Child Welfare Committee, but as the information submitted to it was incomplete, it did not express any final opinion or make any definite recommendation. However, concurring in the views expressed by the delegates of Belgium and the United Kingdom, and convinced that the recreational aspect of the cinematograph is of international importance, the Fifth Committee considers that a thorough study should be made of this question. It was pointed out that, in the rapid development of the cinema as a form of popular entertainment, much greater attention is being paid to the adult audience than to the younger members of the community, though the number of children who are regular attendants at the cinema is very high in many countries. This situation has arisen largely owing to financial reasons, as the sums which children can pay for admission to the cinema are modest. It was suggested that a solution may be found in the provision of special performances for children and of a much larger supply of films which are specially suitable for the young. This could perhaps be brought about by closer co-operation between local authorities and the manufacturers and exhibitors of films.

The problem of the recreational aspect of the cinematograph may therefore be viewed from two standpoints.

From a *negative* standpoint, the problem is how to prevent children from attending cinematograph performances which might have a harmful effect on them. The Fifth Committee, following in this matter the proposal made by the United Kingdom delegate, is of opinion that the problem of the cinematograph should be viewed from the *positive* standpoint—that is to say, means should be found of arranging for the production and exhibition of recreational films suitable for children. Several delegations proposed to find a method of distinguishing films suited to children.

In connection with this subject, the Fifth Committee desires to mention the International Convention signed by twenty-two countries in October 1933 with a view to facilitating the international circulation of films of an educational character.

3. DETECTION OF BLINDNESS IN CHILDREN.

The Fifth Committee noted with interest that the question of the detection of blindness in children had engaged the Child Welfare Committee's attention since 1933. Ample documentary material has been collected and the Committee accepted the suggestions made in the report for detecting blindness in children; in particular, those relating to the different methods of compulsory notification and the various systems of inspection.

4. EFFECTS OF THE ECONOMIC DEPRESSION AND UNEMPLOYMENT UPON CHILDREN AND YOUNG PEOPLE.

The Fifth Committee noted that, during its eleventh session, the Committee devoted a great deal of time to studying the effects of the economic depression and unemployment upon children and young

people. This question was discussed on the basis of the recommendations made by the International Labour Office from two different standpoints:

- (a) Effects of the depression on the children of unemployed workers;
- (b) Effect of unemployment on young workers.

The Fifth Committee noted that the Committee had examined reports from twenty Governments and information from various private organisations, and had drawn attention to three points:

- (1) The unfortunate position, not only of young manual workers, but also of other types of workers;
- (2) The importance, in connection with the raising of the school age, of adapting the education of industrial and agricultural groups to their future occupation;
- (3) The importance of training young persons to use their leisure wisely and of inculcating a sense of their duty towards the community.

As regards the measures taken in the various countries to assist these children, the Belgian delegate referred to the provisions enacted by his Government concerning the raising of the age of compulsory education from 14 to 16. The Polish delegate drew attention to the value of play-centres for children of school age. On his proposal, the Committee agreed that it was desirable that full information on the matter should be collected.

The Fifth Committee noted with interest the information furnished by the delegates of Austria, Luxemburg and Belgium concerning the rôle of labour camps as a practical solution adopted by several countries to mitigate the dangerous effects of unemployment and the economic depression upon young people.

The Fifth Committee approved the proposal of the Australian delegate that the Child Welfare Committee should be kept informed of the measures taken by the Member States to give effect to the recommendations of the International Labour Organisation.

5. DEVELOPMENT OF THE INFORMATIVE ROLE OF THE SECRETARIAT IN THE FIELD OF CHILD WELFARE.

The Fifth Committee was pleased to note that the Information Centre, which was actually constituted by the fifteenth Assembly, following the suggestion of the French delegation, began work on June 1st, 1935.

Its two tasks are, in collaboration with the Library:

- (a) To collect basic documentary material on the lines laid down by the Child Welfare Committee;
- (b) To reply to any requests for information and to inform the members of the Child Welfare Committee from time to time of the position of questions on its agenda.

(a) Collection of Information.

In accordance with the Child Welfare Committee's decisions, the Information Centre has requested all Governments to send it a list of the principal child welfare associations in their countries. It has informed the Governments of the plan which the Child Welfare

Committee would like them to follow in sending information from their annual reports and on which it has analysed those already received. It has drawn up a complete list of international associations dealing with any aspect of child welfare, whether as their main concern or as one of their activities, and has got into touch with all these associations for the purpose of obtaining full information as to their organisation, working and field of action. It has approached the International Labour Office with a view to studying its method of classifying labour legislation and its documentary information service, and has prepared proposals adapting the methods of those services to the needs of the Information Centre.

The Fifth Committee noted with satisfaction that the Library is already carrying out the task of collecting and classifying printed matter which has been entrusted to it.

The Fifth Committee expresses the hope that all Governments will contribute to make the work of the Library easier by sending regularly the official printed documentation at their disposal published by central or local authorities.

(b) Distribution of Information.

The Fifth Committee noted with interest that the Information Centre has replied to a large number of requests for information received since June 1st, 1935. It has prepared a note informing the members of the Child Welfare Committee of the action taken by the International Labour Conference on the resolutions and recommendations adopted during the eleventh session with regard to the effects of the economic depression and unemployment on children and young people [document C.P.E.C.I.(1)].

6. BOARDING-OUT IN FAMILIES.

The Fifth Committee noted that the question of boarding-out in families is to be discussed by the Child Welfare Committee in 1936 after a report has been drawn up on the basis of the information sent by Governments.

Giving effect to the proposal of the Roumanian delegate, the Fifth Committee considered it necessary that the Child Welfare Committee should deal at one of its future sessions with the question of ill-treated children.

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In conclusion, the Fifth Committee submits to the Assembly the following draft resolutions:

1.

“The Assembly,

“Having found, on the basis of the information collected by the Child Welfare Committee, that most countries still allow children in certain cases to be sentenced to imprisonment or to be kept in prison pending trial;

“That, according to an opinion already twice expressed by the Committee, confinement in prisons should be absolutely excluded in the case of children, and that, in cases of delinquency, the treatment;

applied to them should be prompted by a desire for their education and training and not for their punishment;

"That even the best organised prison is not, in view of its character, a suitable place for applying educative methods to children who are in process of mental and physical development:

"Expresses the wish that all countries that have hitherto tolerated the imprisonment of children in any form whatsoever should aim at abolishing this system, replacing it in the case of delinquent minors by suitable measures of a purely educative character."

II.

"The Assembly,

"Having regard to the recommendation adopted by the nineteenth session of the International Labour Conference (1935) concerning unemployment among young persons:

"Asks the Child Welfare Committee to keep itself informed, through the International Labour Office, of the measures taken by States Members to give effect to that recommendation;

"Considers it desirable that the Child Welfare Committee, at one of its future sessions, should give attention to the question of ill-treated children;

"Finally, points out that the Committee's attention should be directed mainly towards normal children, but feels that, at the same time, before formulating a definite opinion regarding the entire question, a practical expedient would be to submit the Rapporteur's observations on this subject (document A.V.2.1935) for the study of the Child Welfare Committee, in order that the Fifth Committee should be able to discuss the matter at a later session on the basis of the Child Welfare Committee's report."

(Adopted, 27th Sept. 1935.)

(3) *Traffic in Opium and other Dangerous Drugs.*

The report submitted by the Fifth Committee to the fifteenth Assembly (1934) contained a complete review of the progress made in the campaign against the abuse of opium and narcotic drugs which has been waged for more than fifteen years by the organs of the League set up for this purpose and by the Governments. Moreover, in accordance with a decision of the fifteenth Assembly, wide publicity was given to the results achieved by the League in this sphere. The report adapted for this purpose was published separately, both as a leaflet and in certain regular publications of the League. The Fifth Committee was informed this year that in this way about 16,000 copies of the adapted report in English, French, Spanish, German, Italian and Czech have been distributed. Thanks to the co-operation of the Iranian delegation in Geneva, an Iranian edition is being prepared. The Chinese delegate made a proposal that the leaflet should also be published in Chinese for circulation in China.

In view of the great publicity thus given since the last Assembly to the campaign against the abuse of opium and other dangerous drugs, the Fifth Committee this year will limit itself to giving an account of the discussions which took place in the Committee. As to the actual work achieved since the last Assembly by the organs of

the League—namely, the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, the Permanent Central Opium Board and the Supervisory Body—the Fifth Committee would refer to the Secretary-General's "Report on the Work of the League since the Fifteenth Session of the Assembly", Parts 1 and 2 [documents A.6 and A.6(a). 1935], and to the reports of the organs themselves.

A very harmonious atmosphere prevailed throughout the debates of the Fifth Committee this year and there were no differences of opinion upon any major questions. The main points emerging from the discussions were the following: first, there had been a general approval of the methods which the League and its organs were employing in the campaign against the abuse of narcotic drugs. No criticism had been formulated in regard to those methods. Second, there was general appreciation of the results which had been obtained. Many delegates expressed their sincere appreciation of the devotion and efficiency of the Opium Advisory Committee, the Permanent Central Opium Board and the Supervisory Body.

The system of general statistical information and the ever stricter supervision of the manufacture of drugs have had the effect that authorised manufacture is tending to adapt itself to the legitimate needs. The escape into the illicit traffic of large quantities of drugs originating from authorised manufacture has ceased, but the illicit traffic has nevertheless continued; at present it endeavours to obtain its supplies from clandestine manufacture. Certain delegates were of the opinion that the number of addicts might have increased. This did not mean that the efforts of the League had been in vain, but it shows the extreme gravity of the problem which is facing practically the whole world. Experience has proved that those who for selfish motives strive to encourage the spread of the drug vice, when frustrated by the international forces ranged against them, develop new methods and thus always keep one step ahead of the international campaign. On the other hand, the lowering of moral resistance caused by the economic crisis favours recourse to drugs.

While appreciating very highly the results obtained by international effort, and realising that the problem would have been very much more serious if the League of Nations had not been dealing with it, the Fifth Committee was unanimous in the opinion that the present was no time for relaxing efforts. On the contrary, these must be redoubled and adapted to meet all new developments.

1. UNIVERSAL APPLICATION OF THE CONVENTIONS.

It clearly resulted from the discussions that a universal application of the International Opium Conventions was indispensable for the final success of the campaign against the abuse of narcotic drugs. In view of the development of clandestine manufacture and the persistent illicit traffic, the end of the campaign is not yet in sight; but, unless the Conventions obtain a practically universal application, it is certain that final success is jeopardised. Although to a certain extent the Conventions are applied by countries which are not parties to them, the Fifth Committee requests the Assembly to make a further appeal to those Governments which have not yet, for some reason or other, found it possible to become parties to the various International Opium Conventions to reconsider the situation and, if possible, complete the necessary formalities of ratification or adhesion.

The following are the countries which are not yet parties to the Geneva Convention of 1925: Albania, Iceland, Liechtenstein, Union of Soviet Socialist Republics, United States of America, Guatemala, Haiti, Mexico, Nicaragua, Panama, the Argentine, Paraguay, Peru, Afghanistan, Sa'udi Arabia, China, Iran, Ethiopia and Liberia.

As regards the 1931 Limitation Convention, the following countries are not yet parties: Albania, Denmark, Finland, Iceland, Latvia, Liechtenstein, Luxemburg, Union of Soviet Socialist Republics, Yugoslavia, the Argentine, Bolivia, Paraguay, Sa'udi Arabia, Ethiopia, Liberia and the Union of South Africa.

A special appeal should be made to those countries which are not parties to *any* of the three International Opium Conventions—namely, Union of Soviet Socialist Republics, the Argentine, Paraguay, Sa'udi Arabia and Ethiopia.

The attention of the Committee having been drawn to exports of opium from Iran, the Fifth Committee heard an interesting statement by the delegate of Iran, who said that the reason why Iran had not yet ratified the 1925 Convention was that the Government was unwilling to put its signature to an instrument which it was not able to discharge both in the spirit and in the letter. In order to overcome the difficulties in this respect, the Iranian Government had entered into negotiations with various Eastern countries for the conclusion of regional agreements concerning the disposal of parts of the opium production of Iran. These negotiations had so far not been successful, but the Government of Iran had every expectation that sooner or later an agreement would be reached.

2. CO-OPERATION OF GOVERNMENTS.

Although the League for many years has enjoyed the wholehearted co-operation on the part of most Governments the Fifth Committee was especially glad to note at the present session statements from several delegates assuring the League of their Governments' complete co-operation.

An important declaration was made by the delegate of the Union of Soviet Socialist Republics. After having given a short description of the strict control exercised in his country over opium production and the trade in and distribution of narcotic drugs, he stated that his Government was prepared to continue its co-operation under the auspices of the League with international bodies with a view to obtaining throughout the world a result even more satisfactory than that hitherto obtained in the campaign against the evils due to the abuse of narcotic drugs.

The Bulgarian delegate repeated the assurance which his Government had already given—that Bulgaria would continue to make most serious efforts to make a really effective contribution to the solution of the problems with which the Committee was occupied. Bulgaria's work had been rendered difficult by special local conditions. With a view to co-ordinating their efforts with those of the Advisory Committee, his Government had expressed a desire to be represented on that body, and he now repeated that wish.

The Turkish delegate stated that his Government fully realised the great danger to humanity represented by the increase in the illicit traffic in dangerous drugs. In his country, the authorities were waging a merciless campaign to put an end to the illicit traffic in and

clandestine manufacture of dangerous drugs. The Turkish authorities had every intention to persevere in the course upon which they had embarked.

Several other delegates—among others, those of China, Cuba, Iran, Roumania and Venezuela—in their speeches made special reference to the desires of their Governments to continue their collaboration with the League in this field.

3. ANNUAL REPORTS.

The Fifth Committee took note of the renewed appeal by the Advisory Committee and the Council to Latin-American countries to co-operate with the League on all points and more especially by forwarding annual reports. The Committee was struck by the Advisory Committee's statement that it lacked almost all information in respect of a large part of a whole continent. Considering that practically all countries in the world, except a majority of the Latin-American countries, send in interesting and useful annual reports, the Fifth Committee hopes that the Governments of the Latin-American countries will see their way to extending to the League the same co-operation in this respect as other Governments.

4. SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS.

The Fifth Committee decided to draw the attention of the Assembly and all Governments to the detailed study of the application and working of the system of import certificates and export authorisations undertaken by the Advisory Committee. At its twentieth session, the Advisory Committee was able to obtain a comprehensive view of the system as applied, and adopted a number of recommendations to be communicated to Governments. The Fifth Committee thinks that the list drawn up by the Advisory Committee of authorities issuing import certificates and export authorisations, which covers practically all sovereign countries of the world, will be of considerable assistance to Governments in their efforts to supervise the international trade.

5. PREPARATIONS FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING THE PRODUCTION OF RAW OPIUM AND THE COCA LEAF.

The Fifth Committee has for some years followed with interest the preparatory work which is being undertaken by the Advisory Committee with a view to an examination of the question of limiting the production of raw opium and coca leaf. The Committee realises that a limitation of the production of raw materials would, if effectively applied, be a valuable step towards the final suppression of illicit traffic and drug addiction. The clandestine manufacture, which, as already mentioned, is the most serious problem to-day, naturally depends on the liberal supply of raw materials.

The Committee noted that the Secretariat has not yet been able to obtain much of the information from the principal producing countries which is indispensable before the matter can be considered at a special Conference or otherwise. It requests the Governments concerned to forward full information to the Secretariat with the

least possible delay. The possibility of arriving at an effective limitation of the production is much more promising to-day than it was a few years ago.

Some of the principal opium-producing countries have already taken important measures to reduce cultivation, and the programme which is being put into effect by the Chinese Government for the suppression within a fixed time-limit of opium cultivation in China is an important new factor which would seem to give hopes for the negotiation of a general agreement for the limitation of raw materials.

6. CLANDESTINE MANUFACTURE.

The reports of the Opium Advisory Committee on the work of its nineteenth and twentieth sessions clearly demonstrate that the most serious development is that of clandestine manufacture. There is a practically unanimous opinion that the leakages on a large scale from authorised factories have ceased. Unfortunately, however, clandestine factories and laboratories are constantly being discovered in different parts of the world. The Fifth Committee is in complete agreement with the Advisory Committee that this new development requires a determined effort on the part of the League organs, and it noted with satisfaction the decision of the Advisory Committee that the question of measures to be taken by Governments to prevent clandestine manufacture should be discussed at the next session of the Advisory Committee. The Fifth Committee earnestly hopes that Governments will give all possible facilities to the Secretariat in the preliminary enquiries which it has been instructed by the Advisory Committee to make.

The Committee noted a statement by the Canadian delegate to the effect that, in the Far East, a rapid increase had taken place in the clandestine manufacture of heroin, and that this was a serious menace to the North-American continent, which ran the risk of a veritable invasion of narcotic drugs.

The United Kingdom delegate drew attention to the practical suggestion made by the Shanghai Municipal Council that restrictions ought to be placed on the importation of caffeine and acid acetic anhydride, both of which chemicals had been found to be used in large quantities in clandestine manufacture. Certain delegates emphasised the necessity of persons engaging in clandestine manufacture being subjected to exemplary punishments, and it was suggested that an efficient measure in preventing clandestine manufacture would, as was the case in China, be the risk of confiscation of property which to the knowledge of the owners was used to house illicit factories.

Attention was also drawn to the Advisory Committee's recommendation to manufacturing countries not to grant new manufacturing licences when the existing factories were sufficient for the countries' needs for home consumption and for exports. The Committee was of opinion that the existence of an unnecessarily large number of drug factories would create a greater danger of escapes into the illicit traffic.

7. SITUATION REGARDING THE ILLICIT TRAFFIC.

The majority of the speakers who addressed the Committee dealt with the illicit traffic and emphasised the difficulty it causes to the campaign against the abuse of narcotic drugs. The situation cannot be better described than by the statements of the Advisory Committee itself that, in spite of all the efforts that have been made, in spite of the complicated organisation built up, and in spite of the co-operation of most countries, it is a fact that cannot be disguised that there is at any rate no decrease in the illicit traffic. This very real menace to the world must, in the opinion of the Fifth Committee, be met by an intensified international campaign. The Advisory Committee and its Sub-Committee on Seizures are constantly watching the situation and making a considerable number of practical recommendations. The Fifth Committee earnestly appeals to Governments to give all such recommendations careful consideration and, if possible, to put them into effect. Among the questions receiving the attention of the Advisory Committee, the Fifth Committee noted specially the decision taken at the suggestion of the representatives of the United States and Canada to take up for study the use of postal facilities by drug traffickers.

It emphasises the importance of the draft Convention for the Suppression of the Illicit Traffic which is being considered by Governments and earnestly hopes that an international conference will be able to meet next year and come to an agreement on efficient steps to co-ordinate the various forces, international and national, whose task it is to put an end to the illicit traffic.

The delegate of Poland stressed the importance of national laws in the various countries being based upon a uniform principle in the matter of penalties for illicit traffickers. He informed the Committee that the new Polish Criminal Code ranged illicit drug trafficking among the *delicta juris gentium*, so that such acts were punishable irrespective of the nationality of the offender, irrespective of the place where the offence has been committed, and irrespective of whether in that place the act was regarded as an offence or not.

Finally, the Chilean delegate gave a proof of the keen interest taken in these matters by the Chilean Government when he informed the Committee of a treaty recently concluded with the Argentine Republic. This treaty, which had been drawn up in application of the recommendations of the various organs of the League, provided for the co-operation between the two Governments for the suppression of illicit traffic and for permanent contact between the police and sanitary authorities of the two countries.

8. SITUATION IN CHINA.

The Fifth Committee noted with interest the detailed information furnished by the Advisory Committee and by the delegate of China in the Fifth Committee in regard to the efforts made by the Chinese Government to suppress opium production, clandestine manufacture, the illicit traffic, the abuse of narcotic drugs and opium-smoking in China. The Committee noted with interest the information given by the Chinese delegate regarding the results obtained in his country by the use of police dogs for the purpose of locating hidden opium. The Fifth Committee records here its appreciation of the determined efforts made by the Chinese Government, although—like the Advisory Committee—the Fifth Committee does not underestimate the magnitude of the problem nor the difficulties in the way of a final solution.

The delegate of China recalled the recommendations adopted by the Advisory Committee at its eighteenth session concerning certain measures to be taken by the Treaty Powers in China as to deportation of foreigners convicted of illicit traffic in China, the enactment of legislation providing adequate penalties for illicit traffickers and the withdrawal of protection to vessels in inland water navigation in China which were habitually employed in the illicit traffic. He noted that a number of Governments had not yet informed the Advisory Committee of their attitude to these recommendations.

The Fifth Committee associates itself with the hope expressed by the Chinese delegate that favourable replies would soon be forthcoming from all the countries in question.

9. ANTI-NARCOTIC EDUCATION AND PROPAGANDA.

It has already been said that the League, on account of new developments, must intensify its campaign against the abuse of narcotic drugs. This is a necessity, not only on account of the development of the clandestine manufacture, but also in view of the intensity of the illicit traffic. Already in the Advisory Committee the representative of Poland had pointed out that drug addiction could be counteracted, not only by suppressing the illicit traffic, but also by an intensive educational campaign and propaganda against the abuse.

The necessity for attacking the problem from this angle was perhaps the most notable feature of this year's discussions in the Fifth Committee. Almost every delegate who spoke made some contribution on this point. The delegates of China, France the United Kingdom and the Netherlands furnished highly interesting information as to educational and propaganda measures undertaken by the Governments in China, in the Union of Indo-China, and in Malaya and the Netherlands Indies. According to this information, it appears that the use of opium among the youth is to a great extent decreasing.

The Fifth Committee was convinced of the urgency of measures of this kind being taken and would request the Advisory Committee to discuss this matter at the first opportunity and to endeavour to outline a constructive plan for organising on an international basis the campaign of education and propaganda against the abuse of narcotic drugs. It is realised that, in some countries, important steps have already been taken in this direction; but the Fifth Committee is of the opinion that, on this particular point—as on most others in the field of narcotic drugs—it is necessary to develop a common plan and to co-ordinate the work to carry the plan into effect. It earnestly hopes that Governments will facilitate the Advisory Committee's task by furnishing information as to measures already taken and experience gained as to their effectiveness.

10. ENQUIRY INTO DRUG ADDICTION.

In the discussions in the Fifth Committee, stress was laid, especially by the delegates of Hungary, Italy, Poland, the United Kingdom and Venezuela, upon the fact that the campaign against illicit traffic and drug addiction was hampered by a lack of knowledge as to the magnitude of the problem. The extent of drug addiction and the amount of drugs consumed annually by addicts in the various countries are unknown factors. Every effort should be made to obtain reliable information on these points. The Fifth Committee, while appreciating the difficulties inherent in this task, supports the decision of the Advisory Committee to ask the Secretariat to collect such information as may

be made available, and expresses the hope that Governments will not hesitate to make every endeavour to supply the information required.

11. CONTROL OF CANNABIS (HEMP) AND DRUGS DERIVED FROM CANNABIS.

The Fifth Committee noted with satisfaction that the Advisory Committee had made progress in its study of the problem of cannabis. This problem has assumed particular importance in view of the evidence showing the tendency in certain countries, where there is a scarcity of manufactured drugs, to replace these drugs by cannabis.

12. WORK OF THE SUPERVISORY BODY.

The Fifth Committee was particularly glad to note that the Supervisory Body, with the collaboration of Governments, had been able, almost immediately after the coming into force of the 1931 Convention, to apply the estimates system efficiently. This system had, in the short space of a little over two years, proved to be a practical basis for ensuring the supervision of the international trade in drugs.

The Fifth Committee compared the estimates for 1934 and 1935 and noted that the total estimates of the principal drugs for 1935 showed a general decrease, especially in regard to diacetylmorphine, codeine and cocaine. This seems to indicate that the estimates furnished by Governments for 1935 correspond more to their actual requirements.

The delegates of China and Spain remarked that, during the first years of the application of the Limitation Convention, and more particularly of the estimates system, the Governments had shown a tendency to overestimate their needs of drugs for the purpose of providing for possible fluctuations in the demand.

The furnishing of estimates, which in a certain number of cases appear to be much higher than the statistics of consumption during previous years would seem to justify, could be avoided if the estimates of future consumption were based on the statistics of past consumption. Furthermore, the Convention itself provides several possibilities to take into account possible fluctuations in the demand. Thus every Government may, in furnishing its estimates of consumption and for purposes of conversion, include a margin. Second, in case of shortage of drugs for home consumption, the necessary supplies may be obtained from stocks normally kept by manufacturers and wholesalers. Third, there is always the possibility at any moment of furnishing supplementary estimates if the annual estimate proves insufficient.

Informed that the Supervisory Body had some difficulties in fulfilling its task owing to the fact that all Governments did not send in their annual estimates by the date fixed by the Convention (August 1st in each year), the Fifth Committee, being desirous to facilitate in every way the Supervisory Body's work, wishes to express the hope that Governments will in the future furnish their estimates punctually—if possible, even before the prescribed date.

13. VARIOUS INFORMATION FURNISHED TO THE FIFTH COMMITTEE.

Several delegates gave important information to the Committee of which it desires to put on record the following:

The delegate of India stated that the Burma Legislative Council had now approved of the Dangerous Drugs Act, which put the Government of India in a position to ratify the Bangkok Agreement.

Recalling the recommendation made by the Advisory Committee at its nineteenth sessions to the effect that authorities charged with the control of passports and those in the same country responsible for the supervision of narcotic drugs should co-operate for the purpose of preventing illicit traffickers from obtaining passports fraudulently or using false passports, the Canadian delegate informed the Committee that the Canadian Criminal Law had recently been amended to deal with this matter. Persons guilty of having wilfully made a false declaration for the purpose of securing passports or visas for themselves or other persons were, from September 1st, 1935, liable to a term of imprisonment of two years or a fine of \$500, or both penalties combined.

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In conclusion, the Fifth Committee would lay stress upon the importance of the work of the League in this sphere of the co-operation and assistance of public opinion and the Press. The delegates of the United Kingdom and Italy drew particular attention to this. It is an undisputed fact that many of the results achieved would have been impossible without the active interest of public opinion. This remains true also for the future. Whether it is a question of combating clandestine manufacture and illicit traffic or taking preventive measures against the spread of drug addiction by education and propaganda, the assistance of public opinion and the Press is most necessary. The Fifth Committee therefore hopes that public opinion and the Press will continue to take a constructive interest in these matters.

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The Fifth Committee requests the Assembly to adopt the following resolution:

“The Assembly takes note of the report submitted by the Fifth Committee and adopts the conclusions of the report.”

(Adopted, 27th September 1935.)

(4) Penal and Penitentiary Questions.

I.

The Fifth Committee examined the Secretary-General's Report on Penal and Penitentiary Questions (document A.21.1935.IV). It noted the information furnished by twenty Governments relating either to the application of the Standard Minimum Rules for the Treatment of Prisoners or to reforms carried out in general in penitentiary matters.

As regards countries which have not sent in any reply, the representatives of Canada, France, Roumania and Switzerland stated that the penitentiary system in their countries was in accordance with the spirit of the Standard Minimum Rules. The delegate of Chile reminded the Committee that his Government had already pronounced itself, last year, in favour of the application of these Rules. In noting these statements, the Fifth Committee requests the Secretary-General to communicate to the Members of the League the replies of the Canadian, French and Swiss Governments, when he has received a certain number of replies from other Governments.

The Committee also wishes to draw the attention of Governments, which have not yet done so, to the necessity of taking action on point 4(a) of the resolution adopted on penal and penitentiary questions by the 1934 Assembly.

Numerous delegates attached importance to certain information relating to practices of which persons deprived of their liberty were said to be victims.

The Fifth Committee was unanimous in recognising that such practices would be reprehensible if their existence were established. The Committee, moreover, considered that it should indicate the most serious of these practices in a definitely worded resolution.

The Rapporteur was also of opinion that the systems which base penal justice exclusively on expiation and public vindictiveness remove criminal law from the nobler and much more useful aims assigned to it—namely, to raise and improve the offender. With a view to the effective application of the Standard Minimum Rules, he considered that special attention should be devoted to “the professional instruction of prison officers” and the “scientific examination of prisoners”, since such examination would help to determine the biological and social causes of crime and to decide on suitable treatment for individual offenders.

The Belgian delegate also urged the importance of these two questions.

The Fifth Committee, recognising the importance of these questions, noted with satisfaction that the International Penal and Penitentiary Commission is studying both “the professional instruction of prison officers” and the adoption of methods, if possible uniform, for “the scientific examination of prisoners”.

The Roumanian delegate considered that, however necessary social protection against crime may be, certain rights inherent in mankind must be respected in carrying out measures of repression. If the principle of the security of the individual is not admitted by granting to every accused person a minimum of guarantees for the exercise of his right of defence, penal justice cannot be realised. He expressed the desire that the International Bureau for the Unification of Penal Law should study this question.

Moreover, the Polish delegate considered that every effort must be made to ensure this security of the individual which constitutes one of the characteristic features of modern civilisation.

The Belgian delegate laid stress on the work of reforming discharged prisoners and on the difficulties which the carrying out of such work encounters as a result of the present economic crisis. He expressed a desire that this problem should form the subject of close study by one of the organisations specially qualified for the purpose—namely, the International Penal and Penitentiary Commission.

II.

The Fifth Committee also noted the Secretary-General's report on the work of the technical organisations dealing with penal and penitentiary questions on the international plane.

The following organisations gave information regarding their work:

- (1) International Penal Law Association;
- (2) International Bureau for the Unification of Penal Law;
- (3) International Penal and Penitentiary Commission;
- (4) International Criminal Police Commission;
- (5) Howard League for Penal Reform;
- (6) International Penal Law Union.

The information showed that these organisations have studied numerous problems of unquestionable importance, such as terrorism, the suppression of the activities of *souteneurs*, extradition, the comparative study of criminal statistics, the international exchange of information regarding criminal police and the suppression of passport forgeries.

The Fifth Committee has noted with satisfaction the development of the activity of the organs of the League of Nations in penal and penitentiary questions.

Committees have, indeed, been appointed to frame a preliminary draft international convention for the repression of terrorism, to prepare for a Conference charged with the drawing up of a convention for the suppression of the illicit traffic in dangerous drugs, and lastly to study the problem of suppressing the activities of *souteneurs*.

Representatives of various technical organisations have taken part in the work of some of these Committees; in particular, the International Bureau for the Unification of Penal Law and the International Criminal Police Commission.

Lastly, the contact between the League of Nations and the technical organisations has been extremely close, the Secretary-General of the League having been represented at the session in January 1935 of the International Bureau for the Unification of Penal Law and at the Sixth Conference for the Unification of Penal Law (Copenhagen, September 1935). In addition, the Secretary-General of the International Penal and Penitentiary Commission has taken part in the work of the Fifth Committee of the Assembly, ordinary session of 1935.

On behalf of the Fifth Committee, I have the honour to submit the following resolution to the Assembly with the request that it may be adopted:

"The Assembly,

"Having taken note of the Secretary-General's annual Report on Penal and Penitentiary Questions (document A.21.1935.IV), together with the communications of the International Bureau for the Unification of Penal Law, the International Penal and Penitentiary Commission and the Howard League for Penal Reform (document A.V/7.1935);

"Expressing its satisfaction with the development of co-operation between the League of Nations and the technical organisations dealing with penal and penitentiary problems on the international plane;

“Considering that persons deprived of their liberty, and whatever the form of their detention, should not be subjected to treatment inconsistent with the Standard Minimum Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission and recommended to Governments by the 1934 Assembly (document A.45.1934.IV);

“Considering that these Rules should be given the widest possible publicity in all States:

“Instructs the Secretary-General:

“(1) To request the Governments which accept the Standard Minimum Rules for the Treatment of Prisoners to give to those Rules all possible publicity by means of official publications and otherwise;

“(2) To inform the Governments that the attention of the Assembly has been drawn to the alleged existence in certain parts of the world of various reprehensible practices which are not only inconsistent with the Standard Minimum Rules, but are also contrary to the principles of rational treatment of prisoners, such as:

“(a) The deprivation of the opportunity for prisoners to worship according to their religion and to converse in private with a priest or minister of their faith;

“(b) The use of violence and other forms of physical constraint either in police cells or in prisons or other places of detention, with a view to extorting confession or evidence;

“(c) The employment of prisoners in gangs under conditions akin to slavery;

“(d) Protracted underfeeding to an extent likely to be injurious to the health and lives of prisoners;

“(e) The detention of women in prisons without the direct supervision of women officers;

“(3) To convey to Governments an expression of its hope that such practices, where they exist, will be abandoned.

“The Secretary-General is asked to communicate this resolution to all States Members and non-members of the League, together with the report on penal and penitentiary questions of the Fifth Committee to the Assembly.”

(Adopted, 28th Sept. 1935.)

(5) *International Relief Union.*

The Assembly,

Having taken cognisance of the report on the activity of the Executive Committee of the International Relief Union for the period from July 12th, 1933, to December 31st, 1934:

Is gratified to note that thirty States have acceded to the Union, and expresses the hope that further accessions will come to reinforce the authority and means of action of that Union;

Expresses its satisfaction at the first steps taken by the Union in the presence of certain calamities and at the encouraging reception given by several Governments to one of its appeals;

Furthermore, lays stress on the importance of the measures taken, with a view to ensuring the co-ordination of the efforts of other relief organisations and encouraging, especially by the appointment of experts, preparatory studies for the purpose of facilitating future action;

Pays tribute to the purposes of the Union and the steps taken to ensure its development.

(Adopted, 27th Sept. 1935.)

(6) *Assistance to Indigent Foreigners.*

The study of the question of assistance to indigent foreigners has unfortunately not advanced very far since the last session of the Assembly.

It will be remembered that it was the Child Welfare Committee that took the initiative in this matter. At first it confined itself to action in connection with minors. In the course of investigations covering several years, it came to the conclusion that there could be no question of rendering effective assistance to foreign minors unless the position of their families were taken into consideration.

A temporary committee of experts was accordingly set up, and met for the first time in December 1933. It consists of experts selected by twelve Governments. Representatives of the Permanent Conference for the Protection of Migrants and the International Migration Service were also invited to attend in an advisory capacity.

It does not seem necessary to recall in detail the draft multilateral Convention on assistance to indigent foreigners and the fourteen recommendations drafted by the committee in question. The full text appears in document "C.10.M.8.1934.IV". A summary of the draft Convention and the recommendations will be found in the Fifth Committee's report to the fifteenth Assembly (document A.50.1934.IV).

It should be pointed out that the draft Convention and the recommendations were submitted to Governments, as decided by the Council of the League on January 17th, 1934, and that, at the time when the Fifth Committee laid its report on the subject before the fifteenth Assembly, only twenty Governments had sent in observations, which were published in document A.V.6.1934 and Addenda 1 an 2 thereto.

It will also be remembered that, in view of the small number of replies received, the fifteenth Assembly passed the following resolution:

"The Assembly,

"Having studied with keen interest the work accomplished by the Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad at its first session, in December 1933;

"Having noted the replies received from twenty of the seventy Governments to which the proposals of the Committee of Experts have been submitted;

"Being of opinion that, since so few replies have yet been received, it is not possible to take any decision on the substance of the draft Convention and the fourteen recommendations drawn up by the Committee of Experts:

"Expresses the hope that the Governments which have stated that they are in favour of the fourteen recommendations will apply them at the earliest possible moment, and

"Instructs the Secretary-General to request those Governments which have not yet sent their observations on this subject to send them to the Secretariat of the League of Nations as soon as possible, and to submit those observations to the Committee of Experts for examination at its next session." (Document A.50.1934.IV.)

Since the last session of the Assembly, observations on the Committee's proposals have been received from the Governments of Australia, Austria, Belgium, the United Kingdom of Great Britain and Northern Ireland, Bulgaria, Colombia, Denmark, France, Hungary, Iceland, India, the Irish Free State, Italy, Japan, the Union of South Africa, the Union of Soviet Socialist Republics and Yugoslavia. Observations have also been received from the International Migration Service, the International Society for the Study of Questions of Assistance, and the Permanent Conference for the Protection of Migrants.

The Secretariat is now in possession of thirty-seven communications from Governments and three replies from private organisations submitting observations on the proposals made by the Committee of Experts in 1933.

In view of this position, the Fifth Committee proposes that the Assembly should take note of the documentary material submitted with regard to the proposals of the Committee of Experts and should recommend that this Committee should meet shortly so as to continue its efforts to improve the lot of indigent foreigners.

(Adopted, 27th Sept. 1935.)

V.—Sixth Committee.

(1) International Assistance to Refugees.

(1) The Sixth Committee has examined the question of international assistance to refugees referred to the Assembly by the Norwegian Government.

(2) It noted, first, that the Assembly has contemplated arrangements for the winding up of the Nansen International Office within a specified time-limit and according to definite budgetary rules.

(3) It considers that the League of Nations has already done useful work in the matter of assistance to refugees, but realises the great complexity of the refugee problem, which has political, legal, humanitarian, administrative and financial aspects, and which requires further examination within the limits of the existing decisions of the Assembly.

(4) It considers that, subject to any future decisions, this examination should be limited, for political and financial reasons, to the categories of refugees already under the Nansen Office and the High Commissariat in London.

(5) The Sixth Committee also considers that no new additional expenditure should be incurred without explicit permission from the Assembly.

(6) Having regard to the foregoing considerations, the Sixth Committee proposes that the Assembly should ask the Council to appoint a small committee of competent persons to report to it on the above-mentioned question. The committee should collect all useful evidence, particularly that of the Inter-Governmental Advisory Commission for Refugees. Once in possession of this report, the Council will be able to take any measures that it may think desirable, even before the meeting of the ordinary Assembly in 1936, to which, however, the question will have to be submitted.

(7) In order to enable the above-mentioned committee to be set up, the Assembly leaves it to the Council to appropriate a sum of 5,500 Swiss francs from the budgetary allocation of the current financial year.

The Assembly adopted the Report of the Sixth Committee.

(Adopted, 28th September 1935.)

(2) Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish Refugees.

The report submitted by the Governing Body of the Nansen International Office on the work carried out by the Office during the year ending June 30th, 1935, gives a general account of the various problems entrusted to the Office and of the measures which it has taken to improve the position of the refugees.

The replies received to a questionnaire sent out by the Office to its representatives in seventeen countries (*i.e.*, Austria, Belgium, Bulgaria, China, Czechoslovakia, Free City of Danzig, Estonia, Finland, France, Germany, Greece, Latvia, Lithuania, Roumania, Syria, Turkey and Yugoslavia) and the information communicated by the private organisations which are members of the Advisory Committee attached to the Office, show that there are at present in various parts of the world 737,303 Russian refugees, 224,538 Armenian refugees, 6,990 Assyrians and Assyro-Chaldeans, 3,300 Saar refugees and 60 Turkish refugees, making a grand total of 972,191. These figures, however, do not include thousands of refugees known to be living in North and South America and in certain European countries, concerning whom no definite statistics are obtainable. Of this total, 92,844 refugees are reported to be unemployed (without counting the unemployed refugees in France, Poland and Latvia for whom no figures exist) although they are able to work; more than 20,000 of them in the region of Harbin alone are said to be in a state of almost complete destitution; 31,131 are aged or infirm refugees and 16,379 are children under twelve; the amounts formerly devoted to these categories of refugees by official bodies or private organisations are decreasing at an alarming rate. The Office has in recent years to a large extent replaced those sources of assistance, but its funds are inadequate to meet the growing demands.

Some countries have found it necessary to introduce restrictions on the employment of foreign workers and, as a result, refugees who had been employed for years have been deprived of their livelihood, while in other countries, as a result of these restrictions, refugees have become vagrants, and this has been considered a sufficient reason for

their expulsion. Unlike other foreigners in a similar position, these refugees could not be repatriated. Their lot has become a tragic one, since they have been obliged to enter first one country and then another illegally; many of them are thus compelled to live as outlaws.

The Inter-Governmental Advisory Commission for Refugees, at its session in March 1935, attached such great importance to this question that it urgently requested the Governing Body of the Office to submit a precise memorandum on this subject to the Governments concerned, requesting them not to expel refugees before they had obtained an entry visa for an adjacent country; recommending them to adopt certain internal measures which had been successfully taken in a number of countries as an alternative to expulsion, especially by creating internal authorities to assist the refugee and enable him to submit his case for consideration and by granting him a sufficient period to enable the Office to regularise his position.

The replies to the questionnaire regarding the steps that should be taken to hasten the solution of the refugee problem as a whole recognise, broadly speaking, that refugees should be assimilated to the nationals of their country of residence and, where that is not feasible, that the Office should pursue its present policy and redouble its efforts to secure the settlement of a large number of refugees in oversea countries under satisfactory conditions.

The first of these remedies raises the question of naturalisation. Unfortunately, for various reasons, this solution encountered considerable difficulties even before countries became reluctant, owing to their unemployment problems, to increase the number of workers. The reports furnished to the Office show that a surprisingly small percentage of refugees have succeeded in obtaining naturalisation, and those modest results, combined with existing political and economic conditions, do not suggest that too much hope should be pinned to naturalisation as a general and early remedy for the refugee problem in Europe. Oversea countries, however, which are not so acutely affected as Europe by the political and economic phases of the refugee problems, are inclined to offer greater facilities for the naturalisation of refugees.

As regards emigration (the second of the major remedies suggested for the solution of the problem of the unemployed refugees) important facilities are offered to a large number of refugees in South America in the form of free land, seed and cattle.

A representative of the Office has been sent on a mission to South America to examine these interesting offers; 70,000 Russian refugees in Europe alone have expressed a desire to take advantage of the opportunities thus afforded.

The measures taken by the Office to improve the difficult position of the refugees are very varied. They consist of assistance of a consular character in obtaining passports and entry, exit and transit visas; the drawing up and legalisation of a wide variety of documents; legal assistance; interventions on behalf of expelled refugees and in favour of tax exemption; assistance in various forms in connection with employment (direct placing, colonisation, advances for the purpose of opening small businesses); applications for exemption from foreign labour restrictions; interventions to secure the admission of sick refugees to hospitals and of the children of refugees to schools; searches for lost relatives, etc.

The Office has assisted no fewer than 117,900 refugees in one or other of the above ways. More than 15,000 unemployed refugees have been provided with work; 3,000 applications have been made to secure a

relaxation of or exemption from expulsion orders; and 14,000 refugees have been assisted as the result of advances made to hospitals, schools, clinics and other similar institutions.

An interesting feature of the Office relief work has been the assistance which it has granted, for the average modest sum of 200 Swiss francs per head, to refugees desiring to start a business.

The report contained a summary of the work of settling Armenian refugees in Syria, which showed that more than 30,000 refugees had been settled in colonies or urban districts at a cost of about 12 million French francs. About 8,000 refugees still living in hutments were to be settled as and when the reimbursements made by refugees already settled became available.

At the request of the Committee of the Council for the settlement of the Assyrians of Iraq, the services of the representative of the Office in Syria have also been placed at the disposal of the mandatory Power for the settlement of the Assyrians in Syria.

Thanks to the goodwill of the Turkish Government, about 1,300 Russian refugees in Turkey, who as foreigners had no legal right to continue working, have the possibility of becoming naturalised, provided that about 150 refugees who cannot be naturalised are transferred to other countries. The Office is negotiating for the transfer of these 150 refugees to other countries, so as to enable the 1,300 refugees in question to become Turkish nationals and to resume their occupations.

In response to a request made by the Council of the League of Nations in May 1935, the Governing Body of the Office has agreed to extend its assistance to about 3,000 Saar refugees, and a plan has been submitted to the Governments to extend to these refugees the Nansen passport system, which has been recognised by more than fifty Governments. The French and Swiss Governments have already agreed to this extension. The Office has proceeded to take a census of these refugees in order to obtain exact particulars which are necessary to enable it to draw up plans for their settlement, so that they may be able to support themselves as soon as possible. The Office has received offers for the settlement of about 500 refugees as colonists in South America. The French Government has generously expressed its willingness to contribute to the cost of their transport and settlement.

The Office stresses the fact that a large sum would be necessary each year to enable it to grant a minimum amount of relief to the constantly increasing number of aged or infirm refugees and to children, and also for the settlement of unemployed refugees. It considers that large sums might be collected if the Governments would follow the example of the French and Indian Governments and capitalise their charges for refugees, by the general adoption of the system of Nansen stamps and by applying the plan already adopted by the French and Norwegian Governments for issuing surcharged postage stamps for the benefit of refugee funds.

Lastly, the Office points out that the situation of the refugees in general might be substantially improved if the Governments ratified the 1933 Convention regarding the international status of refugees. This Convention was signed by Belgium, France, Egypt, Bulgaria and Norway, and has been ratified by Bulgaria, Czechoslovakia and Norway.

The Sixth Committee recommends the Assembly to adopt the following resolutions:

"The Assembly,

"(1) Having noted the report of the Governing Body of the Nansen International Office for the year ending June 30th, 1935, on the work done for Russian, Armenian, Assyrian, Assyro-Chaldean, Saar and Turkish refugees;

"(2) Expresses its gratitude to the Office and to the Inter-Governmental Advisory Commission for the valuable services rendered to the Governments and to the refugees by improving the position of a very considerable number of refugees in spite of great economic and other difficulties;

"(3) Thanks the Governments which have given effect to recommendations made at its last session concerning the communication to the Office of refugee settlement possibilities; the placing of credits at the disposal of the Office for a definite solution of the refugee problem in their territories; the general application of the Nansen stamp system, and the adoption of proposals for the issue of surcharged postage stamps for the benefit of the funds of the Office;

"(4) Recommends the Governments to ratify the 1933 Convention;

"(5) Again urges Governments not to expel refugees unless they have obtained entrance visas for another country;

"(6) Requests the Governments of the immigration countries to continue to co-operate with the Office by informing it of the possibilities of settlement in their territories;

"(7) Recommends the Governments to consider the advantage of capitalising their expenditure on refugees and of placing such funds at the disposal of the Office for the settlement of refugees;

"(8) Requests the Governments which have not already done so to adopt the Nansen stamp system;

"(9) Recommends Governments to consider the plan of issuing surcharged postage stamps in accordance with suggestions made by the Inter-Governmental Advisory Commission for Refugees at its session of March 15th, 1935."

(Adopted, 24th September 1935.)

(3) *Settlement of the Assyrians of Iraq.*

The Sixth Committee dealt with the problem of the settlement of the Assyrians of Iraq in Syria at its meetings on September 17th and 19th, 1935.

The Chairman of the Council Committee, being unable to attend the meeting of the 17th in person, requested M. deAguilar, delegate of Spain, to read on his behalf the written statement he had prepared on the present position of the question of the settlement of the Assyrians. Recalling the efforts made by the Committee since its appointment in 1933, the difficulties encountered in the performance of its task and the results already achieved, he expressed the hope, on the Committee's behalf, that the Assembly would examine the question in the most favourable spirit, in order to find means of enabling the League to make a contribution which would permit of an immediate and final solution of the problem.

The Committee later supplemented its Chairman's statement by a note on the financial aspect of the settlement of the Assyrians in Syria. These documents were circulated under No. A.VI/5.1935.

The very complete and detailed documentary material submitted and the discussion which took place chiefly impressed the Sixth Committee with the political and humanitarian character of the problem and the urgency of settling it. It left the study of its financial aspects to the Fourth Committee.

The Sixth Committee devoted special attention to the origins of the Assyrian question and its development, to the tragic events to which it had given rise and to the serious consequences which might ensue if any further delay occurred in the settlement of the problem.

The interest which the Council has always shown in this question is the best proof of its importance. It is not a refugee problem, but an eminently political problem, which the Council, as early as 1933, decided to consider as exceptional—Involving likewise exceptional measures. Its immediate and radical solution would greatly contribute to the maintenance of peace and tranquillity in the Near East. Its abandonment would have consequences which would affect not only the Assyrians and Iraq, but also other States, with reactions which would be bound to damage the highest interests of the League of Nations.

On the basis of the foregoing considerations, the Sixth Committee adopted the following resolution:

"The Sixth Committee,

"Recognising the efforts made by the Committee of the Council for the Settlement of the Assyrians of Iraq to find a destination for those Assyrians who may wish to leave that country;

"Considering that the projected scheme of settlement in the Ghab area of the French mandated territories of the Levant offers the prospect of a satisfactory and permanent solution of the Assyrian problem;

"Taking note of the extent to which the Iraqi Government, the United Kingdom and the authorities of the French mandated territories of the Levant are prepared to contribute to the realisation of this scheme and in the firm hope of contributions from private charitable organisations;

"Recognising that a considerable balance is nevertheless inevitable when all these contributions have been taken into account;

"Having regard to the special features of the problem and more particularly its humanitarian aspect, the deep interest which the Council has always taken in its solution and, finally, the dangers to the tranquillity of the Near East which a postponement of a decision would involve:

"Considers that the proposal of the United Kingdom concerning the financial participation of the League is worthy of the most sympathetic consideration of the Assembly and consequently refers to

the Fourth Committee the question of the provision of the necessary funds."

(Adopted 28th Sept. 1935.)*

(4) *Work of the Intellectual Co-operation Organisation.*

Those who had the historic task of organising the League of Nations naturally sought, when they considered its future, to render international intellectual relations more active and systematic and to promote exchanges on the plane of thought and culture between the different national communities. If, as I believe, the Covenant contains the germ of an international action which must embrace all the problems raised by the complexity of our time in order that they may be jointly solved by honest and combined effort and research, we must place intellectual questions and spiritual *rapprochement* in the forefront of our endeavours, and must appeal to those who devote themselves to the instruction and training of youth, to the education of the masses and to the progress of thought in all its aspects. All work that is done to increase the spiritual capital of humanity and to contribute to the mutual enrichment of individuals and peoples by raising the general level cannot but assist in laying solid foundations for peace.

Such an aim, however, contains the elements of so vast a programme that our Intellectual Co-operation Organisation cannot attempt at present to carry it out as a whole. Nevertheless, in examining its work, we see the vestiges of new connections and activities which we hope will one day give the League of Nations a moral influence providing a foundation for a predominant and decisive authority. I venture to add that the times in which we live prove the urgent nature of this undertaking. Behind political difficulties we can distinguish differences of mentality, and mutual ignorance and incomprehension. There cannot be any true community between groups of men and between nations which are not prepared to recognise the same moral principles and thus to fulfil their whole duty towards humanity. The economic depression and the far-reaching consequences of rapid changes in technique add still further to the disorder of political relations. A great effort of comprehension and intelligence is required. Scepticism, doubt and passivity in the face of events can never form a basis for right and progress.

It is therefore in the best interests of the League of Nations that it should turn towards those in every country whose task is to guide and form the minds of the young—that it should solicit their assistance and call upon them to play their part in international life. By assuring them of its interest and support at a time when in all the countries which are suffering from the depression we hear talk of restricting access to culture, that essential conquest of modern times, the League will be paving the way for its own future greatness.

*On the same day, the Assembly adopted the report of the Fourth Committee on financial questions (document A.75.1935.X). This report included the report of the Supervisory Commission—adopted by the Fourth Committee—on supplementary credits (document A.5(b).1935.X).

The Assembly thereby fixed at 1,300,000 francs the final figure of the League's contribution to the work of settling the Assyrians of Iraq in Syria.

In conformity with the Assembly's decision, 400,000 francs have been included in the 1936 budget and 300,000 francs in each of the three following budgets

In the light of these observations, which I hope you will not regard as untimely, I must now briefly review the principal chapters of the report which has been submitted by the International Committee on Intellectual Co-operation, laying stress on the decisions which the Assembly is called upon to take.

I can assure the Assembly that these proposals formed the subject of extremely full discussion in the Sixth Committee—a fact which proves the growing interest attached to intellectual co-operation by the Members of the League of Nations, both overseas and in Europe. In this connection I would like to assure M. Rivas Vicuña that his remarks regarding the representation of the Ibero-American continent in the Intellectual Co-operation Organisation will be carefully considered. I would also say how much I appreciated the expressions of gratitude which I was requested to convey to the French Government for the support which it affords to the Institute in Paris, and would add that the same feelings of appreciation are due to the Italian Government, which places at our disposal the Educational Cinematographic Institute and the Institute of Private Law.

STUDY OF INTERNATIONAL RELATIONS.

The study—indeed, the science—of international relations which has developed more particularly since the war embraces contemporary history, international law, economic and financial science and sociology. It is to be hoped that the League of Nations, through its Intellectual Co-operation Organisation, will actively associate itself with the development of this branch of a study and will do all in its power to encourage it. Under the influence of the Permanent International Studies Conference, we find new national institutions springing up for the study of contemporary events, side by side with the active and well-equipped institutions already existing in the United Kingdom and the United States, for example; while other study centres are appearing or improving their organisation in Scandinavia, Italy, Spain, France and Central Europe and in the Dominions. Increasingly regular collaboration will be established between them by means of an international secretariat provided by the Institute of Intellectual Co-operation, which will thus increase the opportunities of contact and discussion offered to those institutions by the Studies Conference.

The last of these meetings took place in London from June 3rd to 8th, 1935, and was devoted to the problem of the collective organisation of security. It was opened by Sir Austen Chamberlain and was attended by some hundred persons. Owing to the number of scholars present and of countries represented, and to the high standard of the papers submitted, it marked a great advance on the previous conferences. I should like the Assembly to associate itself with the cordial thanks addressed to the hosts of the Conference by the Intellectual Co-operation Committee. Its success was largely due to the British Co-ordinating Committee and the Royal Institute for International Affairs. It was due to a no lesser extent to our colleague Professor Bourquin, of the Graduate Institute of International Studies, who assumed the heavy task of General Rapporteur. The statement which he made in the Sixth Committee showed clearly and in detail the services which may be expected from this new collective enterprise.

I do not wish to leave this subject without mentioning the capital importance, in my opinion, of the new subject selected by the Conference. Its first subject of study—State intervention in economic

life—and the discussion to which it gave rise between the supporters of the liberal school, of managed economy or the totalitarian State, were undoubtedly of topical interest. The second subject—the collective organisation of security—was likewise a matter of the gravest concern. But the subject selected for the next Conference—methods of pacific settlement, as applied to certain special cases—seems to me of particular interest, both from a legal aspect and from the point of view of the special cases contemplated—economic, social and territorial problems with special reference to the following questions: (a) population, migration, colonisation; (b) markets and the distribution of raw materials. As we all observed, Sir Samuel Hoare, in his recent speech, laid great stress on this last-mentioned problem.

In selecting this subject, the members of the London Conference gave proof of their independence, and it is for us who represent our Governments here to respect this independence and this autonomy—which is, moreover, statutory. They showed courage, even boldness; lastly, they proposed to do practical and useful work by discussing questions which are of interest to every one of us. Our modern States represent centuries of labour on the part of law-givers and philosophers; the organisation of our respective countries was created by the thought of successive generations. A creative work, if it is to be strong and lasting, must first be conceived mentally before it is carried out in practice. I am convinced that international society will also need generations of men who are prepared to “think it out”.

SOCIAL SCIENCES.

Professor Shotwell, our American colleague on the Intellectual Co-operation Committee, drew our attention two years ago to the necessity for promoting international collaboration in social sciences.

It seemed to him that these studies, carried out in the nineteenth century, which was becoming more and more nationalist, were conceived in a different manner in different countries and that, if the methods and work were co-ordinated, they should also afford a valuable contribution to the organisation of the world of to-day. We agreed with him and outlined a scheme of work comprising an enquiry, not only into the research institutions of universities or other bodies in the various countries, but also a study of the principles and methods applied in the social sciences, and, lastly, the joint examination of a specific problem. Several countries are taking stock of their resources in this connection, as was done by Professor Shotwell for the United States. The Committee defined its first subject of study as follows: the adaptation of mechanisation to the conditions of human labour; or, man and the machine.

The work will be carried out by the Intellectual Co-operation Institute in collaboration with the International Labour Office. It may be necessary to supplement the preparatory work by a kind of “conversation”, similar to those organised by the Intellectual Co-operation Committee during the last few years in various European cities on subjects of general interest.

“CONVERSATIONS” AND “OPEN LETTERS”.

The chief value of the “Conversations” arranged by the Intellectual Co-operation Organisation and the volumes of “Open Letters” published

by the Paris Institute undoubtedly consists in the exceptional distinction of the participants and authors themselves. It is no small thing for contemporary writers and poets, thinkers and philosophers, representing the most varied forms of national genius or the most divergent literary or philosophical opinions, to devote their attention to problems such as the causes of war, the part that can be played by the intellectual *élite* in the event of recourse to force, relations between Asia and Europe, or, again, to questions such as the future of our civilisation, of the European spirit, or, lastly, present-day education. The spiritual unity of the intellectual *élites*, at any rate in regard to certain essential concepts, would perpetuate and enrich contemporary civilisation. The "Conversations" are designed to proclaim this truth through the medium of the qualified representatives of the highest intellectual element of the population. They will be continued, and the last two meetings held at Venice and Nice will furnish subjects for further discussions of a more precise and more restricted scope, which will take place during the coming year.

Moreover, two interesting proposals were made to the Sixth Committee: one by the Spanish delegation requesting that particular attention should be devoted to the problem of the humanities, and the other by the Hungarian delegation very kindly inviting the Intellectual Co-operation Organisation to convene an early meeting at Budapest to discuss this particular subject. These proposals will be forwarded to the Committee on Intellectual Co-operation, which will consider them with all the attention that they deserve, together with the wish expressed by M. Rivas Vicuña that these activities of intellectual co-operation should be extended to the countries of Latin America.

INTELLECTUAL AGREEMENTS.

Is the desire of an increasingly large number of Governments to conclude among themselves intellectual agreements of a bilateral or regional nature to be regarded as an official reaction against the tendencies towards intellectual isolation? The number of these agreements has been calculated by the Intellectual Co-operation Institute at the Committee's request. They amount to about eighty. However, in order to judge of their value, they should be divided into two periods. Until the last few years the object of these agreements was to settle some specific question between two countries—such as the equivalence of diplomas or the exchange of teachers; on the other hand, the latest agreements cover the whole field of intellectual relations between two nations. The Intellectual Co-operation Committee regards this tendency as an encouraging symptom and a tribute to the spiritual values which it upholds. In order to enable this movement to reinforce the Committee's endeavours, it would like the National Committees on Intellectual Co-operation to be associated with this work of *rapprochement*; it also hopes that the agreements in question will remain open as far as possible for the accession of other States.

PROPOSAL OF THE ROUMANIAN DELEGATION.

The Roumanian delegation, supported by numerous other delegations, proposes that the Intellectual Co-operation Organisation should extend its activities in the sphere of translations and that, in addition to the work which it already carries out (publication of the *Index Translationum* and the Ibero-American Collection), it should publish

a collection of translations, in one or more of the worldwide languages, of representative and classical works from the literatures of the various European regional languages.

The Roumanian delegation contemplates direct assistance from the Governments concerned in order to make this magnificent enterprise successful. The Sixth Committee therefore submits a draft resolution to the Assembly on this subject.

TEACHING.

The field covered by intellectual co-operation in the matter of teaching is an extremely wide one. I shall confine myself to drawing your attention to a few of these activities. They cover relations between departments of public education of the higher, secondary and elementary grades, and the study of special problems, such as the use of the cinematograph and of broadcasting. Intellectual co-operation also endeavours to promote certain measures—such as international exchanges of young people and the revision of school text-books—likely to develop in the younger generation a spirit of respect for other peoples and mutual comprehension favourable to international *rapprochement* and consequently to the League and to peace.

(a) League of Nations Teaching.

An Advisory Committee of experts attached to the Intellectual Co-operation Committee is engaged in the special study of a problem, in which succeeding Assemblies had always evinced a keen interest—that of teaching with regard to the League of Nations, its activities and its organisation. First of all, endeavours were made, for example, by publishing special text-books, to provide young people with information regarding the existence of the League, its more outstanding achievements and the working of its different organs. It was found that this programme was not sufficient and that it was also necessary to utilise certain branches of teaching, such as history, geography and modern languages, to bring pupils to realise the interdependence of peoples and to consider contemporary civilisation in the light of a great collective undertaking. The distinguishing feature of the debates which took place this year in the Advisory Committee was the recognition of the primary necessity of basing teaching "on moral considerations with a view to fostering sentiments of justice and human solidarity". The Committee also considers that its chief task is to "propagate a certain 'spirit' and 'international sense' with which education as a whole should be imbued."

(b) Directors of Higher Education.

The most important event during the 1934-35 administrative period in the sphere of education was undoubtedly the holding of the third Conference of Directors of Higher Education on May 3rd and 4th, 1935, at the Institute of Intellectual Co-operation in Paris. The United States of America, France, the United Kingdom, Italy, Hungary and Switzerland were represented. Preparations for this session had been in progress for two years. Original research had been carried out for the first time in some ten countries with regard to the organisation of higher education, its history, its relations with the State, the

internal organisation of universities and their resources. The Committee put the finishing touches to these various reports, thus enabling the Institute of Intellectual Co-operation to publish these original studies made by the authorities directly responsible for higher education. Those attending this meeting, who owe the collaboration established between them entirely to the Intellectual Co-operation Organisation, freely recognised the benefit they had derived from their mutual relations and adopted a new programme of work for the future. The Assembly will no doubt offer its best wishes for the continuation and success of this work, which has proved one of the most fruitful branches of the Intellectual Co-operation Organisation's activity.

(c) *China.*

The assistance afforded for the last five years by the Intellectual Co-operation Organisation in the re-organisation of public education in China, has been carried on in the past year and will continue in a systematic form. The plans of reform drawn up as a result of the visit of Western educationists to China in 1931 and of the visit of Chinese pedagogues to Europe in 1933 have, as you know, been favourably received by the Central Government at Nanking and the Chinese educational authorities. But China has need of specialists and technicians for the immense work of reconstruction which she has undertaken. This has led to the creation at Nanking of an employment bureau for intellectual workers, which is a centre for guidance in the choice of a profession. Co-operation is necessary between this bureau and the Western and American universities where there are young Chinese students. The China Sub-Committee of the Intellectual Co-operation Committee has been engaged in determining the form this co-operation should take and in ascertaining the services which can be rendered to the bureau by the universities of Europe and America. It has carried on this work in a spirit of the greatest sympathy for a great nation which has traditionally given full recognition to the rights of the intellect.

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(d) *Revision of School Text-books.*

Since its inception, the Intellectual Co-operation Committee has dealt with the arduous problem of rendering school text-books as objective as possible. First of all, on the proposal of our colleague, M. Casares, the National Committees were asked to draw each other's attention to defective books. This procedure is now giving excellent results. Later, the Institute of Intellectual Co-operation published, under the title of "The Revision of School Text-books", a volume revealing the existence of a worldwide movement in favour of such revision. Then, while endeavouring to rectify biased texts, the Intellectual Co-operation Organisation has endeavoured to do work of positive value by instructing the Institute to collect particularly reasonable texts in objective and impartial handbooks. Lastly, this year the Committee has decided to go a stage further. On the proposal of my friend and colleague, M. Emile Borel, it is submitting to the Governments which we are representing here a draft "declaration". Taking into account the differences of constitution and particularly the position of federal countries and of those which leave teachers free to choose their own text-books, the Committee has

preferred not to give its text the form of an agreement, but simply that of an affirmation of principle or "declaration".

To give as large a place as possible to the history of other nations, to emphasise in the teaching of universal history the interdependence of the peoples, to put the younger generation on their guard against unjust allegations about other countries, to entrust the revision of text-books to committees of specialists—such are the objects of the fundamental provisions of the four articles contained in the declaration. I hope that the Assembly will recommend its signature to the Governments.

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In the report which it submitted to the Council of the League of Nations on the work of its seventeenth session, the Committee did more than set forth its activities during the year 1934-35 and outline its programme of work for the following year; it passed a certain number of resolutions, some of which call for a decision by the Assembly.

TOURS OF EDUCATIONISTS.

In its resolution on League of Nations teaching, the Committee asks its executive organs to prepare tours of educationists. Those would be tours for group studies by high officials of the public education departments or by heads of educational institutions. They would be on the model provided by the Health Organisation, which, as we know, has successfully organised similar tours for public health experts.

COLLECTION OF ETHNOGRAPHICAL AND HISTORICAL WORKS ON THE ORIGINS OF AMERICAN CIVILISATION.

The Assembly is also called upon to take a decision concerning the proposal made by M. Levillier, Ambassador and delegate of the Argentine Republic to the last Assembly. A special set of documents had been prepared by the Institute and placed at the disposal of the Sixth Committee. I would remind you that, broadly speaking, the idea was to publish, under the auspices of the International Institute of Intellectual Co-operation, a collection of ethnographical and historical works on the origins of American civilisation. The last Assembly approved this big undertaking in principle, but requested the Institute of Intellectual Co-operation to examine the ways and means of executing the plan, both from the scientific and financial point of view. The documents which the Sixth Committee had before it (document A.VI.1.1935) contained a detailed plan in two parts; the first, ethnographical, on the native civilisations of America before the discoveries and conquests, and the second, historical, on Europe and the New World before Christopher Columbus, on the discoveries of the islands and coasts from Christopher Columbus to Magellan, on the great territorial explorations, on the extension of discoveries and conquests and the progress of civilisation, and, finally, in Europe and the New World at the beginning of the seventeenth century.

The collection would be placed under the patronage of a committee consisting of persons of high standing in the scientific, historic-

and literary worlds, which would in itself provide a strong earnest of success.

The Institute of Intellectual Co-operation was further instructed to draw up estimates, which it has done. The draft budget consists of two parts. The first is administrative and is intended to provide for the secretariat of the collection. It is, of course, quite impossible for this new charge to be borne by the ordinary budget of the Paris Institute. These secretarial expenses, moreover, are directly connected with the liaison between the International Organisation as a whole, the League of Nations and South America. The second part refers to the costs of publication, estimated at about 50,000 francs per volume for editing, translation and printing. The necessary funds, on which the possibility of undertaking the collection depends, should be provided by grants from the Governments.

Some of our colleagues in the Sixth Committee have allowed us to hope for substantial support from their countries. I should like to thank them beforehand for any steps they may be good enough to take and also to express our gratitude to the University of Buenos Aires, which has generously promised to defray the cost of the Spanish edition.

In transmitting these various proposals to the Assembly, the Committee on Intellectual Co-operation is desirous of emphasising their provisional character. The chief purpose of the programme drawn up has been to show to the Assembly how rich is the subject-matter to be studied and what the nature of this enterprise would be. But the Committee has reserved the right to appoint a drafting committee, which would prepare the final plan of the collection and be responsible for the scientific aspect of the undertaking.

We have before us a scheme of undoubtedly scientific and historical interest, and, as the Committee on Intellectual Co-operation rightly points out in its report, it is one of high international significance. It is proposed to explore one of the most important events of world history; the work would be carried out by the scholars of our different countries by means of international collaboration on a large scale. Our colleagues of the countries most closely concerned have themselves told us what importance they attach to the successful conduct of this endeavour by the League of Nations to bring about better mutual knowledge of Europe and America. I regret that it is not possible for me to summarise before the Assembly the discussion, during which so many interesting facts and ideas were expounded, in the Sixth Committee. In referring to one of the greatest epochs in history and to the marvellous epic of the navigators who set out from Spain and Portugal to conquer the New World, we affirmed our common desire to preserve the heritage of contemporary civilisation and to make it clear that, although the most varied contributions have been made to it, the whole has become common property.

I hope that the work will be actively pursued, that the necessary resources will be placed at the disposal of the Institute of Intellectual Co-operation, that, in accordance with the Spanish delegation's suggestion, we shall have before us next year a final scheme of work drawn up on strictly scientific lines, with all the details clearly indicated.

DRAFT CONVENTION FOR THE USE OF BROADCASTING IN THE CAUSE OF PEACE

The point to be decided by the Assembly is the following: Should the draft Convention prepared by the Intellectual Co-operation Organisation at the express request of the Assembly form the subject

of a special diplomatic conference, or can it be finally discussed and signed at an ordinary session of the Assembly? The Council has on two occasions communicated it to the Governments for their consideration; the draft has therefore been fully studied. In these circumstances, the Sixth Committee proposes to the Assembly that a special meeting be convened at the same time as the next Assembly, should draw up the final terms of the Convention and open it for signature.

RELATIONS WITH THE INTERNATIONAL COUNCIL OF SCIENTIFIC UNIONS.

The Scientific Unions, of which there are about a dozen, and the International Council of those Unions, represent the largest organisation and the most authoritative institution in the field of the exact and natural sciences. The General Assembly of this Council had before it in July 1934 at Brussels a proposal to make the International Council of the Unions an advisory organ of the Intellectual Co-operation Organisation. This problem was studied two months ago at Geneva by a joint Committee, which drew up a provisional scheme of co-operation. The text is reproduced on page 13 of the Committee's report to the Council. If the draft is ratified by the International Council of the Unions and by the Intellectual Co-operation Committee itself, the proposed collaboration could be established in the coming year. The proposal is important. By giving the exact sciences their rightful place, the Intellectual Co-operation Organisation, which has greatly extended its activities in the fields of the fine arts, literature and the human sciences, would be strengthened and become better balanced. Our Secretariat should therefore be given the means of carrying out this new task by a further appropriation of 6,000 Swiss francs in its budget. M. de Madariaga, our Spanish colleague, has already emphasised in the Council the great importance of the question and I fully associate myself with his observations.

CONFERENCE OF NATIONAL COMMITTEES ON INTELLECTUAL CO-OPERATION.

On various occasions the Assembly has expressed the hope that it will be possible to resume these meetings regularly, but the resources of the League have no longer permitted it to convene them. The last was held at Geneva in 1929. During last winter, the Institute in Paris consulted the forty or so existing National Committees on the desirability of a new meeting. It has received more than thirty affirmative and even enthusiastic replies. For the greater part, the National Committees on Intellectual Co-operation state that they are prepared to bear the costs of their journey and residence. In the circumstances, the Committee on Intellectual Co-operation has fixed 1937 as the date of the Conference. This will be held in Paris, within the framework of the International Exhibition of Civilisation, from which I can assure you they will receive all the help desired. These "States-General" of intellectual co-operation are bound to be of concern to the League of Nations. We therefore express in a resolution our hope for the complete success of the Conference of 1937 and our earnest desire that the Governments should facilitate the realisation of the scheme and give substantial help to our National Committees.

INTERNATIONAL MUSEUMS OFFICE.

I should like to thank the Spanish Government for the cordial hospitality which it extended in October 1934 to the General Conference of Museography organised by the International Museums Office.

Thanks to the generosity of Spain, the documents of this Conference, which constitute a veritable treatise on modern museography, have appeared in two monumental volumes offered for sale at a relatively moderate price, which will be good news to the curators of museums.

The Committee on Intellectual Co-operation suggests that we should ask the Museums Office to study the question of art exhibitions. For the present, it would be asked to draw up a preliminary draft international arrangement similar to the International Convention on Exhibitions. The purpose of this arrangement would be to introduce more order and method into what is still more or less chaotic, to avoid overlapping and to secure the assumption of certain obligations with regard to the transport and preservation of works of art. The Sixth Committee submits to the Assembly a draft resolution embodying this point of view.

INTELLECTUAL RIGHTS.

The year 1935-36 will be marked by an important event: the meeting at Brussels of the Conference to revise the Berne Convention for the protection of literary and artistic property. The last revision took place in Rome in 1928. The Institutes specialising in the study of intellectual rights which have been summoned to a meeting every year since 1931 by the Institute of Paris with a view to joint action met last June at Brussels and drew up in final form the conclusions and suggestions which they will put forward at the 1936 Conference.

With reference to the Paris Convention on Industrial Property, revised last year in London, the Committee on Intellectual Co-operation requests the Assembly to ask the States to hasten their ratification. The Sixth Committee is glad to submit to the Assembly a draft resolution to this effect. It asks the Assembly to show its interest in the work being done both in South America and in Europe to harmonise the two great systems of copyright, those of Berne and Havana.

EDUCATIONAL CINEMATOGRAPHY.

The Assembly will be asked to give its approval in a resolution to the work carried on with perseverance and success by the International Educational Cinematographic Institute at Rome. You know that it suffered the sad loss some weeks ago of its eminent President, our colleague Alfredo Rocco, former Minister of Justice, Rector of the University of Rome and a member of the Committee on Intellectual Co-operation, one of the men who have most contributed to make Italy play a leading part in the work of intellectual co-operation for the common good. The Assembly will certainly add its heartfelt tribute to that which the Council of the League of Nations has already rendered to the memory of our deeply regretted colleague.

It will be happy to learn, further, that new activities have been included in the programme of the Rome Institute—transformation of the monthly publication of the Institute, *International Review of Educational Cinematography*, into a review, *Interciné*, published in four languages, but produced in a more original manner and containing contributions by many well-known cinematographers; the termination and publication of the "Cinematographic Encyclopædia"; the creation within the framework of the Institute of a centre for the study of television.

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This report is both too long and too short. It has imposed a strain upon your attention, which I thank you for having endured, but it

was my duty to sum up frankly the different aspects of the work which you have been called upon to judge and for which I would pay a tribute to my colleagues of the Committee on Intellectual Co-operation and our distinguished Chairman, Professor Gilbert Murray.

It is only too obvious that our remarks are open to criticism. Attention may be drawn to their fragmentary character and their omissions. There may be some scepticism. But it is easy for experts or nations to indulge in scepticism if they are lazy or weary. To accomplish the only work which is worth while—creative work—one must be able to put up with scepticism. At different periods in history, peoples, groups of peoples or élites have attempted to bring humanity spiritually together in this way. It was the incomparable privilege of Hellenism to do this, and its bold logic bears fruit to this day. Later, in the sixteenth century, the Renaissance was a generous and magnificent attempt to formulate the rules of European ethics. Later still, in the eighteenth century, there were thinkers, among whom England, Italy and France were widely represented, energetic and fortunate enough to bring about the reform of certain institutions, the transformation of criminal law, and, for example, the abolition of torture. Many forms of national freedom, whose strength is our admiration to-day, were born of the efforts of these thinkers. The realities of politics have often cut athwart or dammed these currents, but to-day the nations have a common centre—a permanent Assembly. Has not the time come to resume and pursue, without illusions as to its duration, but without faltering, the work of emancipating and reconciling mankind under the sovereign law of the intellect?

DRAFT RESOLUTION.

“1. General Resolution.

“The Assembly of the League of Nations,

“Having taken cognisance of the various documents submitted to it concerning the activities of the International Intellectual Co-operation Organisation—viz.:

“(1) The Committee’s report on the work of its seventeenth plenary session, and the various documents annexed thereto (document C.290.M.154.1935.XII);

“(2) The report of the Governing Body of the International Institute of Intellectual Co-operation (document C.278.M.145.1935.XII):

“Notes with satisfaction the continued development of the work of this Organisation described by the Governing Body;

“Associates itself with the congratulations offered by the Governing Body to the International Institute of Intellectual Co-operation on its excellent administrative and financial management;

“Approves the programme of work for the year 1935-36 embodied in the reports and resolutions of the International Committee on Intellectual Co-operation and the Governing Body of the Institute.

“2. Tours of Educationists.

“The Assembly stresses the great importance, both from an educational standpoint in the proper sense of the term and from an international standpoint, of the organisation of tours of educationists, who would be invited to visit one or more countries for the purpose of studying all matters relating to League of Nations teaching and international questions.

"3. Proposal by the Roumanian Delegation.

"The Assembly,

"Approves the proposal of M. I. Pillat, Roumanian delegate, that the Institute of Intellectual Co-operation should publish through an international committee, assisted by national advisory committees, a selection of translations, into one or more of the worldwide languages, of representative classical works from the literatures of the various European regional languages;

"Refers the proposal to the Committee on Intellectual Co-operation for investigation by the Institute of Intellectual Co-operation, so that reasoned suggestions may be put forward by the Committee at the next session of the Assembly.

"4. Collection of Ethnographical and Historical Works on the Origins of American Civilisation.

"The Assembly,

"Having studied the scientific and financial plan which the Institute of Intellectual Co-operation was asked to put forward by the fifteenth Assembly of the League of Nations with regard to a collection of ethnographical and historical works on the origins of American civilisation:

"Emphasises, like the Committee on Intellectual Co-operation itself, the great value of this scheme and its importance to a better mutual comprehension between America and the other continents;

"Observes that it is chiefly for the Governments themselves, and the learned institutions concerned, to provide for the scientific realisation of the project by means of special contributions;

"Shares the opinion of the International Committee on Intellectual Co-operation that the proposed publication should be further examined by competent persons appointed to draw up the final plans for the collection in such a way that it may provide a wide survey of the period envisaged in a comparatively small number of volumes, and to direct the undertaking. The latter, which will be carried out under the auspices of the Intellectual Co-operation Committee, will be under the scientific management of the persons thus appointed.

"The Assembly will be glad to hear next year of the stage the project has reached.

"5. Broadcasting and Peace.

"The Assembly,

"Having examined the draft International Convention for the use of broadcasting in the cause of peace which has been drawn up by the Intellectual Co-operation Committee at the request of the Assembly itself, and which has twice been studied by the States Members and non-members of the League of Nations:

"Requests the Council to place the conclusion of this agreement on the agenda of the next Assembly. The problem can be examined in 1936 by an *ad hoc* Conference constituted during the Assembly by delegates provided with the necessary powers.

"6. Declaration concerning the Revision of History Text-books.

"The Assembly,

"Noting the persevering efforts carried on for many years by the Intellectual Co-operation Committee for the purpose of ensuring the impartiality of school text-books, and especially of history books:

"Recognises that Government action would give the most effective support to these efforts;

"Accordingly requests the Council to communicate to the States Members of the League of Nations and to the non-member States the declaration prepared by the Committee concerning the revision of history text-books and to ask them to sign it.

"7. Relations of the Intellectual Co-operation Organisation with the International Council of Scientific Unions.

"The Assembly,

"Convinced that the establishment of closer relations between the Intellectual Co-operation Organisation and the International Council of Scientific Unions is in the best interests of both institutions:

"Takes note of the basis of collaboration suggested by the Intellectual Co-operation Committee at its seventeenth session;

"And decides, in order to facilitate the carrying-out of the proposed programme by the convocation of a committee of scientific experts, to insert an appropriation of 6,000 francs in the League's budget for the financial year 1936.

"8. National Committees on Intellectual Co-operation.

"The Assembly,

"Draws the attention of Governments to the General Conference of National Committees on Intellectual Co-operation, which is to be held at Paris in 1937, in connection with the Universal Exhibition of Civilisation;

"Expresses the hope that the Governments will facilitate the realisation of this project by affording substantial aid to their National Committees.

"9. International Agreement on Art Exhibitions.

"The Assembly, endorsing the resolution of the Intellectual Co-operation Committee, approves the proposal that the International Museums Office should study a national agreement for the regulation of art exhibitions.

"10. Intellectual Rights.

"The Assembly,

"Requests the Governments signatories of the Paris Convention on Industrial Property, as revised in London, to expedite their ratification of this Convention as far as possible;

"And to introduce, if necessary, into their municipal law provisions for maintaining for at least a certain period the patent rights in respect of discoveries divulged by their own authors in the form of scientific communications;

"Asks the Institute of Intellectual Co-operation and the Institute for the Unification of Private Law, acting in concert, to pursue their studies and efforts to promote, by bringing into harmony the Berne and Havana Conventions, the conclusion of a general agreement affording effective protection to intellectual works in the countries of both continents.

"11. International Radiobiological Centre.

"The Assembly draws the favourable attention of the States Members of the League of Nations to the creation of an international radiobiological centre at Venice.

"12. International Educational Cinematographic Institute.

"The Assembly fully endorses the terms of the various resolutions adopted by the International Committee on Intellectual Co-operation regarding the problem of educational cinematography. In particular, it congratulates the Rome Institute on the publication of the review *Interciné*, on the completion of its 'Cinematographic Encyclopædia', and on the recent creation of a centre for the study of television."

(Adopted, 28th September 1935.)

(5) Dispute between Bolivia and Paraguay.

The Assembly, having been convened last May in special session to deal with the dispute between Bolivia and Paraguay, took note on May 17th of a joint declaration made by the Governments of the Argentine and Chile with regard to the forthcoming opening of negotiations at Buenos Aires.

While expressing to the group of mediating States its earnest hope that the new effort undertaken in America, in circumstances which appeared particularly favourable, would lead to the rapid restoration of peace, the Assembly decided, in any case, to place the question of the Bolivia-Paraguayan dispute on the agenda of the present ordinary session.

The Sixth Committee dealt with this subject at its meeting on September 17th. The representative of Portugal, as Chairman of the Advisory Committee, made a statement on the development of the situation in the last few months. He recalled the signature of the Buenos Aires Protocols on June 12th, in virtue of which hostilities finally ceased and the Peace Conference began its work under the chairmanship of the Argentine Foreign Minister.

The Chairman of the Advisory Committee also referred to the fact that numerous Governments had acted on the opinion he had expressed on June 22nd regarding the prohibition of the supply of war material to the two former belligerents. The discriminatory measures taken as a result of the advice and recommendations of the Advisory Committee had been suspended.

In the debate which followed this statement, the representatives of the Argentine, Chile and Uruguay, which, with the United States of America and the United States of Brazil, are taking part in the

Peace Conference, together with the Bolivian delegate, gave information on the work of this Conference. Since the cessation of hostilities, demobilisation operations have proceeded normally, and there is every reason to suppose that they will have been completed even before the expiration of the time-limit of ninety days fixed by the Buenos Aires Protocol. On the other hand, difficulties have arisen with regard to the exchange and repatriation of prisoners of war. It is to be hoped that, with the help of the mediating Powers, the two Governments concerned will find a satisfactory solution for this question, as for the others which figure on the programme of the Conference.

The Spanish delegate proposed—and this proposal was supported, in particular, by the delegates of Mexico and Venezuela—that the Assembly should maintain in being the Advisory Committee appointed to follow the situation.

The Assembly will certainly also desire to congratulate the Governments represented at the Buenos Aires Conference on the work they have undertaken in the cause of peace, and to assure them that the Members of the League of Nations are following their efforts with the greatest sympathy, and that they hope that these efforts will lead to the complete restoration of peace and good understanding between Bolivia and Paraguay.

DRAFT RESOLUTION.

“The Assembly,

“Noting the statement made to the Sixth Committee by the Chairman of the Advisory Committee and relying on this Committee to continue to follow the situation:

“I. Expresses its great satisfaction at the signature of the Protocols of June 12th, 1935, which put an end to hostilities between Bolivia and Paraguay and made possible the opening of the Peace Conference at Buenos Aires;

“II. Congratulates the Governments represented at the Conference on the efforts they have made in the interests of peace, and expresses its earnest hope that the prosecution of these efforts will result in the complete re-establishment of peace and good understanding between Bolivia and Paraguay.”

(Adopted, 24th September 1935.)

(6) Slavery.

In response to an initiative by the United Kingdom delegation, the question of slavery was examined at two meetings of the Sixth Committee. For the first time, this Committee took cognisance of the work done by the Council with the assistance of the Advisory Committee on Slavery set up by the Assembly. There was general appreciation of the work of the Advisory Committee which has provided the League of Nations with fresh material to assist it in making a step forward in regard to the abolition of slavery.

The Sixth Committee noted that the Council had drawn the attention of the Governments concerned to the conclusions and recommendations adopted by the Advisory Committee on the basis of the documentation submitted to it for study.

As regards the Advisory Committee's powers, certain delegates were in favour of extending them, although they did not wish to make any formal proposal for the moment. They expressed the desire that the Committee should give its opinion on the subject. Other delegates expressed doubts—based in part on the lack of sufficient experience—as to the desirability of such an extension.

The discussion incidentally provided an opportunity of defining the meaning of a passage in the Council resolution of January 19th, 1934. It was pointed out that the Council could not have intended to forbid the experts to take into account the documentation published and the legislation enacted in the different countries previous to the setting-up of the Advisory Committee. The Council could not formally refer to this new body of experts previous governmental communications already examined by the organs which were competent to deal with them at the time. It was, however, considered that this material constituted one of the sources of information of the members of the Committee.

Lastly, the Council's proposal with regard to the holding of a special session of the Committee in 1936 was warmly supported; but a reservation, chiefly based on budgetary considerations was nevertheless made.

The Sixth Committee has the honour to recommend the Assembly to adopt the following draft resolution:

“The Assembly,

“Having noted the activities of the Council and of the Advisory Committee of Experts on Slavery:

“Expresses the hope that the Governments concerned will act on the suggestions and recommendations sent to them by the Council and will communicate the necessary information in order to enable the Committee to perform its task, and

“Instructs the Secretary-General to convey the present resolution to the States not members of the League which are parties to the 1926 Slavery Convention.”

(Adopted, 27th September 1935.)

(7) *Mandates.*

Following a suggestion made by the Norwegian delegation, the Sixth Committee has again this year considered the work done by the League of Nations in connection with mandates since the last session of the Assembly. Most of the speakers laid stress upon the achievements of all the bodies responsible for that work, and particularly high tributes were paid to the Permanent Mandates Commission.

It was acknowledged that the Commission acquires itself of its delicate tasks of supervision, with which the Covenant itself entrusts it, with the utmost vigilance and conscientiousness but, at the same time, with an admirable sense of proportion. This sound conception of its duties has made it possible for the Commission to maintain close collaboration with the mandatory Powers on a basis of mutual confidence.

Leaving up an idea put forward in the Council some months ago, certain delegates urged that the mandates Commission should be given wider facilities for its work. They felt that special funds should be available to enable those concerned in the supervisory work to visit the various mandated territories. On financial grounds, the delegate of France made specific reservations to this suggestion, at any rate for the present.

The position of women in mandated territories was referred to by the delegate of Lithuania, who expressed her gratification at the interest taken by the Mandates Commission in the question.

Several speakers referred with satisfaction to the results secured by the Jewish Agency, which has contributed to the economic development of Palestine by making very careful preparations for the reception of a growing number of high-class immigrants, who are contributing work, labour and capital to the development of the territory. It is generally admitted that the absorptive capacity of the country is still far from exhausted, and the hope was expressed that the liberal policy of the mandatory Power in this direction may be continued, provided always that no injury is done to the interests of the non-Jewish population.

Appreciation was expressed of the conscientious view taken of its responsibilities by the Government of the Union of South Africa, the mandatory Power for South-West Africa, as revealed more especially by its attitude towards the movement in the mandated territory for incorporation in the Union. The delegate of the Union took the opportunity to reaffirm that his Government will do nothing that might in any way prejudice the solution of the problem, and that, should this prove necessary, it will consult the competent authorities at Geneva.

Referring to the apprehensions aroused by certain measures tending towards the union of mandated territories with adjacent possessions, the delegates of France and the United Kingdom gave assurances that the individuality of the mandated territories was in no way threatened, the measures in question being directed towards exclusively economic and administrative aims, involving no political intentions.

Allusion was also made to the observations of the Mandates Commission on the subject of the equipment of certain harbours in the islands under Japanese mandate, and it was remarked that explanations from the mandatory Power were being awaited with particular interest.

The Sixth Committee has the honour to recommend that the Assembly adopt the following draft resolution:

"The Assembly,

"Having noted the activity of the mandatory Powers, the Permanent Mandates Commission, and the Council, in regard to the execution of the provisions of Article 22 of the Covenant:

"Expresses its appreciation of the work accomplished by the mandatory Powers and the organs of the League responsible for the

supervision of the mandates, and renews the expression of confidence in them voted by previous sessions of the Assembly.

"It trusts that their efforts, pursued in a broad co-operative spirit, will bring about that progress which is the essential object of the institution of the mandate."

(Adopted, 24th September 1935.)

VI.—General Committee.

(1) *Commission of Enquiry for European Union.*

The Assembly,

Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 6(a): Commission of Enquiry for European Union:

Notes that circumstances have been such that the Commission has been unable to meet since the last session;

And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly.

(Adopted, 27th September 1935.)

(2) *Dispute between Ethiopia and Italy: Co-ordination of Measures under Article 16 of the Covenant.*

The Assembly,

Having taken cognisance of the opinions expressed by the members of the Council at the Council's meeting of October 7th, 1935;

Taking into consideration the obligations which rest upon the Members of the League of Nations in virtue of Article 16 of the Covenant and the desirability of co-ordination of the measures which they may severally contemplate:

Recommends that Members of the League of Nations, other than the parties, should set up a Committee, composed of one delegate, assisted by experts, for each Member, to consider and facilitate the co-ordination of such measures and, if necessary, to draw the attention of the Council or the Assembly to the situations requiring to be examined by them.

(Adopted, 10th October 1935.)

(3) *Permanent Court of International Justice.*

ELECTION OF A SUCCESSOR TO M. MINEITCIRO ADATCI.

In accordance with the Rules laid down in the Statute of the Permanent Court of International Justice, the Assembly and the Council elected M. Harukazu NAGAOKA to succeed M. Mineitciro Adatci for the remainder of the latter's term of office as Judge of the Court.

(Meeting of 11th September 1935.)

